

The Organization, Administration, and Financing
of Public Junior Colleges in the State of Florida

25

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CHAPTER I

INTRODUCTION

The President's Commission on Higher Education has indicated both a goal and a trend in American education. Among the recommendations of this Commission, one is particularly pertinent to a study of public junior colleges:

This Commission recommends, as an important element in equalization, the establishment of free, public, community colleges which would offer courses in general education both terminal and having transfer value, vocational courses suitably related to local needs, and adult education programs of varied character.¹

The junior college movement has received by this endorsement an impetus toward achieving its final goal of free and equal opportunity for all American youth. Interest has been evidenced in this phase of continuing education for almost fifty years since the first public junior college was established.²

This interest has resulted in varied types of growth. In some states there has developed a large and rather comprehensive system of junior colleges (e.g. California, Mississippi, Texas,

¹ President's Commission on Higher Education, Higher Education for American Democracy, Vol. II, "Equalizing and Expanding Individual Opportunity," p. 69.

² See F. M. McDowell, The Junior College (U. S. Bureau of Education Bulletin, 1919, No. 35). Also Coleman R. Griffith and Hortense Blackstone, The Junior College in Illinois.

Iowa), while in others the growth has been limited (e.g. Indiana, New Hampshire). In some states public institutions have led the way in both number of institutions and number of pupils served while in others the expansion has been limited almost entirely to private institutions.

This varied pattern of growth is somewhat typical of American educational development and the growth of junior colleges parallels to a large extent the development of public high schools and academies prior to the Kalamazoo Case.³ At the present time the need for planned growth seems pertinent if both efficient and economical facilities are to be made available to every youth.

Statement of the Problem

The purpose, then, of this study is (1) to study the principles of democratic education, to determine the assumptions basic to public junior college development, (2) to analyze the development of public junior colleges, (3) to establish criteria which may be applied to further this development, (4) to review the considerations necessary for planned development in the State of Florida, and (5) to recommend a plan for organization, administration, and financing of public junior colleges in Florida.

³ See Paul Monroe, Founding of the American Public School System, Vol. I, pp. 390-419. Also L. V. Coos, The Junior College Movement, pp. 1-28. Also John S. Brubacher, A History of the Problems of Education, pp. 429-445.

Need for Study

That there is a need for planned development of junior college educational opportunities, there can be no doubt. Koos, probably the leading authority on this phase of education, indicated only recently that "Interest in the movement has reached a stage in which consideration is no longer turned to whether but to where and how junior colleges are to be established and maintained. Inquiries concerning plans for junior colleges have been shifting from a local to a state-wide basis."⁴ Other writers⁵ have also noted the need for state-wide plans in the development of public junior colleges which may capstone the local system of free public education (see Chapter III).

The immediate problem in Florida is influenced by the law passed in 1947 which recognized junior college education as a part of the public school program by placing it under the Minimum Foundation Program law for state aid in financing the operation of such institutions. There is, as a result of this law, a demand in many sections of the state for junior colleges.

⁴L. V. Koos, "A Junior College Plan for Maryland," The School Review, LV, 6 (June, 1947), 324. (His italics)

⁵See Jesse Bogue, "The Status and Trend in Junior College Education," School Management, XIX, 3 (October, 1949), 6-8. Also J. C. Morrison, "State Programs for 13th and 14th Years," School Management, XVII, 10 (May, 1948), 18-20. Also George D. Stoddard, "State-wide Planning for Postwar Educational Needs," The Annals of the American Academy of Political and Social Science, 231 (January, 1944), pp. 135-141.

The need for planned development of junior colleges in Florida is emphasized by the possibility of duplication in the area of one of the generally accepted functions of the junior college, that of vocational education. With the passage of the Smith-Hughes Act in 1917 a program of vocational education aided by the Federal Government was begun. Since the approval of that Act, six other laws have been passed by the Congress of the United States enlarging the scope of federal aid to vocational education.⁶ Although all of these laws specify that the vocational education supported through these funds be of less than college grade, much of the vocational-technical training taught in junior colleges is similar. The Office of Education describes vocational education as that education which is

. . . intended to meet the training needs of persons who are preparing for employment and to supplement or extend training for those who are employed. These training opportunities should not be restricted to young persons who are enrolled in the regular day schools but should be extended to serve all out-of-school youth and adults, both employed and unemployed, who are in need of the kinds of training which can be provided best in organized classes.⁷

The State Committee on Vocational Education in California

⁶ For a brief summary of these laws see U. S. Office of Education, Administration of Vocational Education (Vocational Education Bulletin No. 1, General Series No. 1, Revised 1948), pp. vii-viii.

⁷ Ibid., p. 1.

defines vocational education as "education for anticipated early employment or advancement in an occupation."⁸

The U. S. Office of Education considers a program of vocational education to be of less than college grade when all of the following conditions are met:

1. The objective is to provide training which will be advantageous in entering or continuing in employment in specific occupations or fields of work.
2. Admission is based upon the ability of pupils to profit by the instruction offered rather than upon the possession of secondary school credits required for college entrance.
3. The instruction offered is based upon the needs of workers in the occupation for which training is given.
4. The instruction is terminal in nature and not a part of a course which is to be continued in a college or other higher institution.
5. The instruction does not lead to a baccalaureate degree and is not organized to conform to the requirements of a course which does lead to such a degree.⁹

The California Committee lists the objectives of the junior college vocational education as:

1. To assist the student to acquire the skill needed to perform successfully in an occupation.
2. To assist the student to enter employment and ad-

⁸ California, Committee on Vocational Education in the Junior College, Vocational Education in the Junior College, p. v.

⁹ U. S. Office of Education, op. cit., p. 3.

just satisfactorily to a job.

3. To assist the student to acquire technical knowledge and general education related to a specific skill.
4. To assist the student to acquire social understanding and to formulate a philosophy of life.
5. To assist the student to learn to keep in good health and to carry out his responsibilities as a citizen.¹⁰

The California law also permits the admission of "any other person over 18 years of age who in his [The principal's] judgment is capable of profiting from the instruction offered."¹¹

These comparisons emphasize the similarity in the program of vocational education and the program of the junior college. This similarity becomes actual identity in some instances, as Bogue reports a "general movement in the United States to advance trade-technical education to the post-high school years."¹²

Although operating under the control of public education, many of these vocational schools have been organized as separate

¹⁰ Adapted from California Committee on Vocational Education, op. cit., pp. 2-4.

¹¹ California Education Code, 1948, Section 8821.

¹² Jesse P. Bogue, "Junior College World," Junior College Journal, XI, 6 (February, 1950), 356.

institutions, i.e. separate from other phases of public education. In other instances the vocational work has become a part of the high school program and/or the junior college program.¹³

In Florida junior colleges have not included this phase of education in their curriculum to any great extent. In the larger centers of population vocational schools have been organized as separate institutions.¹⁴ The need evidenced by these facts is to determine whether a plan for public junior colleges should duplicate or combine with the vocational schools in this phase of the junior college program.

Limits of the Study

This study emphasizes the administrative problems of junior college development. Problems of curriculum and methodology are included only as they affect the organization and administrative setup. There is no attempt made in this study to measure critically the programs of the public junior colleges already established. The four junior colleges under the Minimum Foundation Program at the time of the present writing are studied to determine the extent of junior college growth in the two years they have operated under this plan. Comparisons are made with development in other states

¹³ See U. S. Consulting Committee on Vocational-Technical Training, Vocational-Technical Training for Industrial Occupations (Vocational Division Bulletin No. 228, Vocational-Technical Training Series No. 1), p. 140.

¹⁴ Florida, Department of Education, Biennial Report—Superintendent of Public Instruction—1946-1948, pp. 260-263.

in instances which seem pertinent to the ecology and public educational development of Florida.

Sources of Material

This study avails itself of the literature of the field concerning the philosophy of the junior college, the development of public junior colleges, and the criteria for junior college establishment. Surveys of education in other states as well as in Florida serve as a background for the proposed plans in Florida. Observations and interviews with administrators and others interested in junior college development are used to supplement the literature of the field. These interviews include leaders in California, Texas, and other states. Current junior college catalogs are referred to for corroboration of trends in organization and financing. Facts concerning public junior colleges in Florida were checked by visits to each of these institutions.

Method of Procedure

The method of procedure for this study includes an analysis of the literature dealing with criteria which have been applied in states where public junior colleges have been developed. Visits have been made to junior colleges in other states, mainly in California, and conferences with leaders in both California and Texas were held. Junior college development as a part of the free public school system seems to be based upon certain assumptions which are analyzed in the first sections of this study. Based upon these assumptions and upon the development of the public junior college,

guides for public junior college education are derived. Application of these guides to criteria developed in other studies results in certain criteria for a plan for Florida. A study of the considerations necessary for development in Florida required the use of data obtained from the U. S. Bureau of the Census, the Florida State Departments of Education and of Agriculture. To determine present status of public junior colleges in Florida, an interview schedule was prepared, checked by members of the staff of the University of Florida, and used as a guide for conferences in each of the five institutions. Two days were spent in each location interviewing members of the county boards of public instruction, members of the advisory committees, county superintendents, and members of the staff of each junior college. When each report had been completed, it was sent to be rechecked by the chief administrative officer of each institution. The final recommendations are based, then, upon these facts and the guides developed in this study. An attempt was made to keep the final recommendations in agreement with the current practices of educational administration in Florida and in the United States in general.

Definition of Terms

For purposes of this study the term, junior college, and other terms related to it are used in the meanings associated with them by Leonard V. Koss and other leaders in the field of junior college literature. Those terms which seem controversial will be explained in the body of this study and supported by references.

Review of Related Studies

A number of doctoral dissertations have been completed in the area of criteria for the establishment of public junior colleges. Many of these are of recent date. However, no one has applied criteria to the State of Florida and there are no published studies dealing directly with this problem in Florida.¹⁵ A number of articles appearing in the Junior College Journal, School Management, and School Review as well as other educational publications have enumerated criteria and stressed the need for state planning for junior colleges.

The previous studies which are basic to this study are:

John S. Allen. Criteria for the Establishment of Public Junior Colleges. 1936. This study deals with the validation of criteria established for public junior colleges. The author lists the criteria of twenty-four previous studies, rechecks these criteria by the same authors' current opinions, and forms a new set of validated criteria. This latter set of criteria are applied to certain junior colleges in various sections of the United States including junior colleges which had failed and

¹⁵ A mimeographed report of a workshop held at the University of Florida in summer, 1949, in Junior College Education summarizes a number of problems related to junior college development in Florida. See L. N. Henderson, editor, "Junior Colleges for Florida." (Mimeographed.)

ones which had continued. The final criteria are applied to New York State.

Henry A. Adams. Criteria for the Establishment of Public Junior Colleges in Kentucky. 1940. The author develops in this study the program of public education in Kentucky and sets up criteria for the establishment of junior colleges in that state. Final recommendations include plans for junior college development under criteria derived for that state.

Coleman R. Griffith and Hortense Blackstone. The Junior College in Illinois. 1945. This study deals extensively with a plan for development of junior colleges in Illinois. Almost every phase of junior college growth pertinent to Illinois is included in this study.

John Guy Fowlkes and Henry C. Ahrensbrak. Junior College Needs in Wisconsin. 1947. This study surveys the junior college needs in Wisconsin and makes recommendations for filling these needs. The plan proposed by this study differs essentially in its conceptions of the purposes of junior college education.

Two other surveys of recent importance are those of Koos in reference to the states of Maryland and Pennsylvania.¹⁶

The criteria applied to these related studies shall of a necessity be considered in any plan which is recommended for Florida; however, the criteria to be used in Florida must also be validated by the functions of public junior colleges and the assumptions basic to their development.

¹⁶ See Leonard V. Koos, "A Junior College Plan for Maryland," School Review, LV, 6 (June, 1947), 324-338. Also "A Community-College Plan for Pennsylvania," School Review, LVII, 4, 5-6 (April, May-June, 1949), 202-216, 286-294.

CHAPTER II

ASSUMPTIONS BASIC TO THE DEVELOPMENT OF PUBLIC JUNIOR COLLEGES

The origin of public junior colleges in the United States is usually dated by the establishment of post-graduate work at the Joliet, Illinois, high school about the year 1902.¹ This first institution, however, did not set the pattern for public junior college development. Many have been established subsequently as separate two-year institutions as well as departments of the high schools. The steady increase both in numbers of institutions and in numbers of pupils attending has been a significant development in American education.² During recent years this increase has been limited almost entirely to public institutions demonstrating that the general public has accepted this phase of education in many areas of the country.³

The growth of public junior colleges has followed only a few steps behind the growth of the public high school. Table I

¹W. C. Eells, The Junior College, p. 54. (Especially refer to footnote on that page.)

²The Junior College Directory, 1950 lists 642 colleges educating 465,815 students. Of this total 337 public junior colleges educate 358,081 and 311 private junior colleges educate 101,734 students.

³Phoebe Ward, "Development of the Junior College Movement," American Junior Colleges, 1948, pp. 9-15.

indicates the growth of these institutions during the last part of the nineteenth and first half of the twentieth centuries. It is readily seen that both public institutions have had a spectacular growth.

TABLE I
ENROLLMENT IN PUBLIC HIGH SCHOOLS, 1870-1946
AND IN PUBLIC JUNIOR COLLEGES, 1917-1946*

Year	High School Enrollment	Public Junior College Enrollment**
1869-1870	80,227	x
1879-1880	110,277	x
1889-1890	202,963	x
1899-1900	519,251	x
1909-1910	915,061	x
1917-1918	x	1,367
1919-1920	2,200,389	2,940
1929-1930	4,399,422	36,501
1939-1940	6,601,444	107,553
1945-1946	5,622,197	109,640

*Source: Biennial Survey, 1944-46, U. S. Office of Education.

**Note: These figures are for full-time students only as compiled by the U. S. Office of Education. More recent figures for junior college enrollment may be obtained by referring to Table VIII. The U. S. Office of Education estimates the 1947-48 enrollment in high schools as 6,236,000.

It is not difficult to understand this growth if the assumptions are examined upon which junior college education as a part of the public school system is based. If the continued growth of junior colleges is to be fostered certain assumptions must be accepted. These assumptions of their own nature are bound up in the social, economic, and political as well as the educational development of the United States.

Six Assumptions

There are at least six assumptions with respect to public education which seem to be basic to the development of public junior colleges. These are:

1. Value to Democratic Government. Democratic education is necessary for democratic government.
2. Value to Society. Democratic education is necessary for the continuous improvement of society.
3. Equal Opportunity for the Individual. Democratic education must offer equal opportunity for all youth to develop as the interests and abilities of each seem to indicate.
4. State Responsibility. Democratic education in the United States is best accomplished when the states assume responsibility for developing the framework of educational structure and for equalising opportunities within their borders.

5. Local Control. Democratic education is best accomplished when a large measure of ^{proper} control of education is vested in local administrative units.
6. Post-High School Education. The changing character of the population and the advance of technology makes education beyond the twelfth grade necessary if one accepts the first five assumptions.

These statements are not new to American education. The first five of these assumptions have been basic to the development of the public schools in the United States since the early periods of American history. They have been explained and defended by national policy statements of American educators for many years.⁴ Numbers of authors (e.g. Monroe, Douglass, Edwards, Benedict) of educational literature have traced the derivation of these statements and have demonstrated both philosophically and statistically their importance in the system of education in the United States.

The fact that they have not always been generally accepted is equally true and a continuously growing understanding as well as increasing application of them in educational thought and action is necessary. This chapter seeks to demonstrate that these

⁴ See Educational Policies Commission, The Structure and Administration of Education in American Democracy. Also Education and Economic Well-Being in American Democracy. Southern States Work-Conference, Building a Better Southern Region Through Education, to name only a few.

first five assumptions may be applied to the public junior college movement as a logical extension of the movement for a better education for more children in this country.

The sixth assumption which seems basic to the development of public junior colleges is based upon demonstrable facts presented later in this chapter. The importance of continued education is becoming more generally accepted as civilization progresses toward more complicated relationships. It is readily apparent that the implications of the sixth assumption are based upon acceptance of the other five.

The acceptance of these six assumptions implies an acceptance of a public system of continued educational opportunity beyond the twelfth grade. The following paragraphs analyze their application to the public junior college.

Democratic education is necessary for democratic government.

The ideal of free public education is to a large extent based upon this assumption whether the education be on the elementary or secondary or higher level. Early in the development of this country Thomas Jefferson and many of his contemporaries pointed out the need for education if the people were to rule themselves.⁵ Du Pont de Nemours wrote a plan for national education which envisioned state systems crowned by a national university.⁶

⁵See John S. Brubacher, A History of the Problems of Education, pp. 43f.

⁶Du Pont de Nemours, National Education in the United States.

The plans of Robert Coram also illustrate this type of thinking. In 1791 Coram published a plan for a national education system.⁷ He set forth in this plan an opinion that education had as its chief end the promotion of intelligent citizenship, of true democratic control of government, of the maximum individual achievement, and of social integration.

Monroe notes that among the forces working for a free school system in the United States was the people's belief "in the necessity of universal education as the sole condition upon which our republican government could succeed."⁸ Edwards and Richey list as one of the four major lines of development in American education the "growing recognition of education as a legitimate and necessary function of government."⁹

These struggles for democratic education were not favored by every one. In fact it was not until after the Civil War that democratic education was established in any sort of reality.¹⁰

If this assumption has reached general approval and general

⁷ Allen Oscar Hansen, Liberalism and American Education in the Eighteenth Century, pp. 63-78. Also see Newton Edwards and Herman G. Richey, The School in the American Social Order, p. 234f.

⁸ Paul Monroe, Founding of the American Public School System, p. 335.

⁹ Newton Edwards and Herman G. Richey, op. cit., p. 231.

¹⁰ Paul Monroe, op. cit., p. 337.

acceptance in 1950, it has not been accomplished quickly and easily even in the United States. At the same time as the active encouragement of some and the passive acceptance of others brought about democratic education, government itself became more complicated and even greater educational attainments were to be required for intelligent self-government. Today, although there are few states which require literacy tests before a person may vote,¹¹ all states do require attendance in school at least between the ages of eight and fourteen years. Some states lower this to six or seven years and others increase the age to fifteen, sixteen, seventeen, or eighteen.¹² Recognizing that social and economic forces have influenced compulsory education laws, one may, nevertheless, understand how the desire for democratic government has concomitantly carried a desire for democratic education.

A further implication of this assumption may be seen. As government becomes more complicated the amount of education necessary for intelligent citizenship becomes more extensive. An understanding of government and of human relationships seems necessary as well as the skills of reading and writing in order that

¹¹ Thirteen states require literacy tests before registration as a voter.

¹² Maris M. Proffitt and David Segel, School Census, Compulsory Education, Child Labor: State Laws and Regulations (U. S. Office of Education Bulletin 1945, No. 1), pp. 10-12.

citizens may intelligently participate in today's government.¹³

The junior college as a public institution has a duty to teach these understandings. The Carnegie Foundation's report on State Higher Education in California recommended the function of educating for social intelligence as a primary function of the junior colleges in that state.¹⁴ It appears to be sound, then, to state that public junior college education as well as the other phases of public education is based upon this first assumption. Democratic education is necessary for the continuous improvement of society.

The basis of this assumption is explained by Russell and his staff in their study of higher education in Maryland. They noted that:

The most precious resource of any state is the intelligence of its population. The prosperity of any people depends, in part, upon the supply of natural resources with which the land is endowed, but in larger measure upon the extent to which the intellectual capacities of the population are developed along the lines that contribute to the general welfare. . . . Expenditures for education are an investment that yields magnificent returns to the social group as a whole. The more a state or country can put into the development of the intellectual resources of its

¹³ Compare J. Wayne Wrightstone and Doak S. Campbell, Social Studies and the American Way of Life, pp. 19-22, 37-40. Also Educational Policies Commission, Learning the Ways of Democracy.

¹⁴ Carnegie Foundation for the Advancement of Teaching, State Higher Education in California.

population, the greater the returns will be in future prosperity and security.

Education in the United States is organized under the control of the various states. To a certain extent the states compete with one another in the development of educational facilities. If a state falls behind the others in the provisions of education, it denies to its young people the privilege of the fullest participation in future opportunities. Such a state also is likely to have relatively few of its own citizens equipped to make effective use of its natural resources, leaving these resources to be exploited by outsiders from states where better educational facilities are provided.¹⁵

The value of education to the country is specifically felt in the level of living reached by the people. A recent publication of the Chamber of Commerce of the United States points out that "The only sure way to raise the level of living of any country is to find more efficient ways of producing goods and services. This means more and more technical training and more general education for all."¹⁶

In another publication this agency also points out that there is a vast difference in the quality and amount of education among the states.¹⁷ This publication graphically presents evidence to demonstrate that the correlation between educational level

¹⁵ John Dale Russell (Director), Higher Education in Maryland, pp. 3-4.

¹⁶ Chamber of Commerce of the United States, Education Steps Up Living Standards, p. 20.

¹⁷ Chamber of Commerce of the United States, An Investment in People.

and wealth as demonstrated by such factors as magazine circulation, retail sales, telephone service, rent paid for homes, and salary income is high.¹⁸

Other publications¹⁹ present evidence that education is directly responsible for the improvement of the standard of living in the country. These facts specifically demonstrate that this assumption has been accepted by many as one basis for public education. This being true, it seems logical that the assumption may also be basic to the development of the junior college program. Democratic education must offer equal opportunity for all youth to develop as the interests and abilities of each seem to indicate.

The ideal of universal education has been chronicled by many writers; however, the acceptance of this ideal has not always been so readily accomplished. Monroe quotes Mandeville in the Fable of the Bees as saying:

In a free nation where slaves are not allowed of, the surest wealth consists in a multitude of laborious poor; for that they are the never failing nursery of fleets and armies, without them there could be no enjoyment and no product of any country could be valuable. To make society happy and people easy under the meanest circumstances, it is requisite that great numbers of them should be ignorant as well as poor. Knowledge both enlarges and multiplies our desires. . . . Reading,

¹⁸ Ibid., pp. 22-29, 32-37, 41-47.

¹⁹ See Educational Policies Commission, Education and Economic Well-Being in American Democracy. Also V. L. Cox, Wealth Through Education.

writing, and arithmetic are very necessary to those whose business requires such qualifications; but where peoples livelihood had no dependence on these arts, they are very pernicious to the poor, who are forced to get their daily bread by their daily labor. . . .²⁰

This attitude toward education or attitudes very similar to this held back for some time any attempts at equalization of education.

Douglass notes that "one of the greatest hindrances to free, publicly supported education was the conception of social classes prevailing in England during the period of American Colonization."²¹

This does not mean that the colonists did not favor education. Rather they looked upon it as an affair for private enterprise maintaining different types of education for the various classes of people. Monroe states that:

A comparison of conditions in England with the conduct of the colonists shows: First, that the dominant attitude in most of the colonies was that of English society, a disbelief in governmental action regarding schooling for the masses and a general dependence on individual initiative and effort for the education of the selected few who were to be leaders. Second, the education provided for the great mass of the people was to be social or moral and vocational, secured through the apprentice system. Though similar systems existed in other European countries, this working principle came to America direct from England. Third, in addition to these two principles, the Puritans of New England brought with them the idea of state-supported schools for

²⁰ Paul Monroe, op. cit., p. 19.

²¹ Aubrey A. Douglass, The American School System, pp. 45-51.

every community and for every child. This ideal was common to all the Calvinistic branches of the Protestant church. This educational idea . . . belonged to a religious group or sect and was rooted in fundamental religious and moral and political principles.²²

It has been only as conceptions of democracy have enlarged that democratic education has considered problems of providing equal opportunity for all youth. At the present time two groups of barriers to equal opportunity are outstanding. These are the socio-economic barriers and the intellectual barriers.

The overcoming of socio-economic barriers is particularly important in equalizing educational opportunity. Berkowitz notes in his study that racial backgrounds make educational progress beyond high school very difficult in some sections of New York State.²³ The influence of geography upon continued education is particularly noted in this study.²⁴ The President's Commission on Higher Education stresses the economic barriers to post-high school education.²⁵ It concludes;

. . . that the decision as to who shall go to college is at present influenced far too much by

²²Paul Monroe, op. cit., pp. 6f.

²³David S. Berkowitz, Inequality of Opportunity in Higher Education. Particularly note pp. 107-128, 145-147, 156-157, 173, 191-196.

²⁴Ibid., pp. 42ff.

²⁵President's Commission on Higher Education, Higher Education for American Democracy, Vol. II, "Equalizing and Expanding Individual Opportunity," pp. 11-23.

economic considerations. These include inadequacy of family income; the opportunity today afforded young people out of high school to earn relatively high wages; and the increasingly high costs for students forced to live away from home while in college. These factors combine to keep out of college many who have the abilities which would enable them to profit substantially by a college course of study.²⁶

These studies are merely indicative of the influence socioeconomic status has upon educational attainment. One may see on every hand further signs of children dropping out of school even before they finish twelve years because of these and similar reasons. The ratio in the United States between enrollment in the first grade and enrollment of the same class twelve years later will show that students do not complete the twelve years in any number even approaching 100 per cent. Table II demonstrates this; even by 1945-46 only 419 of the one thousand enrolled in the fifth grade in 1938-39 reached the twelfth grade.

²⁶ Ibid., p. 16.

TABLE II
NUMBER OF PUPILS CONTINUING PER 1,000 ENROLLED
IN THE FIFTH GRADE IN THE YEARS INDICATED*

Grade	1926-27	1930-31	1934-35	1938-39
Fifth	1,000	1,000	1,000	1,000
Twelfth	333	417	467	419
College	60	69	51	—

*Source: Biennial Survey, 1944-46. U. S. Office of Education.

One may readily admit equal opportunity is more nearly approached in 1950 than it was a hundred years ago; however, there is still ample room to improve such opportunity.

This assumption also stresses opportunity for all youth to develop as the interests and abilities of each seem to indicate. The early educational programs in the United States planned a different type of education for each class of society. Monroe explains this:

During the Colonial period the idea that a certain type of education was necessary for each class in society became generally accepted. So also did the belief that every self-sufficient social group or colony should have an educational system. Such a system included a university for the professional leaders, Latin grammar schools to afford opportunity for the talented, some form of apprentice education for vocations, and catechetical or literary instruction for the welfare of the

soul of every member of society. These ideas were realized in various forms in different colonies and with different people.²⁷

The history of the development of secondary and higher education in the United States is a history of the people's desire to make their educational system provide more opportunities.

The growth of the junior college indicates a desire for expanded facilities in post-high school education. The opportunity to live at home while attending school has been often given as a major reason for attending a public junior college. The opportunity to follow one's own inclinations and abilities should be another reason for attending a junior college. The public junior college must certainly be based upon the equal opportunity assumption.

Democratic education in the United States is best accomplished when the states assume responsibility for developing the framework of educational structure and for equalizing opportunities within their borders.

The writers of the Constitution of the United States did not specifically grant control over education to the national government. The controversy between the theories of government as represented by Hamilton and Jefferson is perhaps largely responsible for this.²⁸ It is important to note that no central

²⁷ Paul Monroe, op. cit., p. 185.

²⁸ Compare Lynton K. Caldwell, The Administrative Theories of Hamilton and Jefferson.

responsibility for education has ever existed in this country.²⁹

Education has been left as a power and obligation of each state and is specifically set forth as such in the state constitutions.³⁰

Chase and Morphet assert that

State responsibility for education is firmly embedded in the constitutions of the several states and buttressed by tradition and court decisions. This responsibility of the governments of the several states for the education of their citizens is much more than a theory or a tradition of a legal convention. An examination of the efforts of the states to strengthen their public school systems indicates that it is a living principle guiding the recommendations and actions of governors and legislatures in each of the forty-eight states. There is evidence that state governments recognize their obligations to make improved educational programs and facilities accessible to all.³¹

Many educators feel, however, that this responsibility also must include state aid in equalizing opportunities within the various administrative districts of the state. It has been pointed out that ability to support an educational system varies greatly within a single state and that unless adequate guarantee is made by the state unequal educational facilities cannot be avoided.³²

²⁹ Although a Secretary of Education was appointed in 1867 he had no cabinet status and the Department was reduced to Bureau status in 1869. See Darrell H. Smith, The Bureau of Education, pp. 2-10.

³⁰ Robert R. Hamilton and Paul Mort, The Law and Public Education, pp. 5-13, 17f.

³¹ Francis S. Chase (Director) and Edgar L. Morphet (Associate Director), The Forty-Eight State School Systems, pp. 4f.

³² Compare National Education Association, Committee on Tax Education and School Finance, Guides—to the Development of State School Finance Programs.

Mort explains that:

The need of state support grew rapidly after the great increase in school cost which followed the adoption of the high school and the renaissance in the early 1900's of educational ideals which are to be found so ably expressed by the post-Revolutionary War leaders.³³

This assumption is also partially based upon the first three assumptions; for if democratic education is necessary for democratic government and for the improvement of society and if equal opportunity is to be offered to all youth, then the state must assume this responsibility both from a legal and a practical standpoint.

Junior college education is not possible for all parts of a state unless there is state aid; the costs of such education would be prohibitive in many areas. Therefore, further public junior college development seems to be based squarely upon this state responsibility.

Democratic education is best accomplished when a large measure of control of education is vested in local administrative units.

This assumption is based upon an interpretation of the word "best." The Educational Policies Commission defines "best" as follows:

The best examples of high efficiency in local administration are to be found in the cities and

³³ Paul R. Mort, *State Support for Public Education*, p. 34. For the evolution of principles underlying state school support see Chapter II, pp. 32-43.

villages and in some cases in schools organized on a county-wide basis. . . . Faith in local administration of schools is a part of the democratic tradition. It is important that all the people should feel responsible for their government. In no area is it more necessary than in the provision of public education that the thinking, desires, and ambitions of the people be made effective. It is true that the control of educational policy is exercised by persons elected to boards of education. Nevertheless, through the exercise of the franchise, the people are in the long run enabled to determine educational policy, whether it be with respect to the support of schools, their organization, or even the program developed by the professional staff.³⁴

There are, of course, examples of efficient systems which were centrally controlled, e.g. Prussia or France.³⁵ However, such control is incompatible with American ideals of democratic control. Beginning with the early school districts of New England, especially of Massachusetts, the people have felt responsibility for direct and participating control of their schools. This feeling of responsibility has resulted in a system of schools that is peculiarly American and the district as a basic governmental unit has hung on even where modern transportation and communication make possible larger units of attendance.³⁶

³⁴ Educational Policies Commission, The Structure and Administration of Education in American Democracy, pp. 41-42.

³⁵ See H. G. Good, A History of Western Education, pp. 292-315, 318-337.

³⁶ Compare Ellwood P. Cubberly, State School Administration, especially pp. 139-184.

The assumption that control should be local also carries with it the obligation of local support.

Effective local participation requires that local units contribute local revenues toward the support of the foundation program in proportion to their respective abilities, and that all have tax leeway to provide desired features which are in addition to the foundation program.³⁷

These first five assumptions are inextricably bound together. If democratic education is necessary for democratic government; if democratic education is necessary for the continuous improvement of society; if democratic education requires equal opportunity for all youth; if the control of education is local and the responsibility for equalizing opportunities among the localities rests in the state; then, the evolving American school system has been based upon correct assumptions. (As new problems have developed the system has broadened to include more and better schooling for its youth. Douglass illustrates this development when he shows the variability in levels of education over the period of years since 1647 and demonstrates the trends toward increased time in school.³⁸ Edwards and Richey also point out in discussing the demand for high schools that

The same factors which had led to the expansion and enrichment of public education at the lower levels operated to force its extension upward. The

³⁷ National Education Association, Committee on Tax Education and School Finance, op. cit., p. 7.

³⁸ Aubrey A. Douglass, op. cit., p. 70.

completion of the lengthened and improved elementary-school program by a greater number of children gave rise to an immediate and insistent demand for training, free of tuition charges, for intelligent and effective participation in the increasingly complex activities of the period. Only through the upward extension of the tax-supported public school could such opportunity be provided to the numerous sons and daughters of the emerging middle class.³⁹

The changing character of the population and the advance of technology make education beyond the twelfth grade necessary if one accepts the first five assumptions.

Again Edwards and Richey point out:

No one attempting to appraise American society during the past half-century can fail to take into account the revolutionary effects of technological change. Invention is the great disturber of the ways of men. The influence of technology is all-pervasive; directly or indirectly it affects every strand that goes to make up the warp and woof of the life of the people. Technology must be regarded as a revolutionary force which may be channeled in the direction of human welfare far beyond that dreamed of in the wildest Utopias; on the other hand, if improperly guided and controlled, it may be a force dangerously disruptive of economic and social arrangements. Already the impact of technology on American life has brought changes of the first magnitude. It has increased the productivity of labor and made possible a vast increase in the production of goods and services; it has wrought fundamental changes in the pattern of life of the industrial worker; it has contributed to the concentration of economic power in the hands of a few large corporations; it has affected the pattern of income distribution; it has rendered obsolete, in large measure, the structure of local government and the system of taxation; it has modified the

³⁹ Newton Edwards and Herman G. Richey, op. cit., pp. 398f.

functions of the family and changed the status of women in society; it has influenced the birth rate and the growth of population; it has to a considerable degree erased the line which separated government from the economy; and it has been a force in bringing about a unified culture.⁴⁰

There are six factors which illustrate the fact that this assumption is sound. These are the advance in the median age of the population of the United States, the advance in the number of years a man or woman may be expected to live, the increase in urban concentration, the character of the labor force, the training needed for occupations, and the decline in the number of youth employed. A short discussion of each of these seems pertinent.

Advance in median age. Between the years 1900 and 1940 the median age of the United States population advanced 6.1 years. This means that increasing numbers of the population are older and, therefore, may want to work longer. Even the recent trend for retirement at sixty-five and seventy will not offset the factor of more older people in active occupations.

⁴⁰ Ibid., p. 457.

TABLE III
MEDIAN AGES OF U. S. POPULATION, 1900-1940*

Year	Median Age
1900	22.9
1910	24.1
1920	25.3
1930	26.5
1940	29.0

*Source: 16th U. S. Census, 1940

TABLE IV
AVERAGE NUMBER OF YEARS OF LIFE REMAINING AT BIRTH
FOR U. S. POPULATION, 1900-1947**

Year	White Male	White Female	Non-white Male	Non-white Female
1900-1902*	48.23	51.08	—	—
1909-1911*	50.23	53.62	—	—
1919-1921*	56.34	58.53	—	—
1929-1931*	59.12	62.67	47.55	49.51
1939-1941*	62.81	67.29	52.33	55.51
1945	64.4	69.5	56.1	59.6
1946	65.1	70.3	57.5	61.0
1947	65.2	70.6	57.9	61.9

*For U. S. Death Registration States only.

**Source: U. S. National Office of Vital Statistics.

Advance in life expectancy. By referring to Table IV one may see that during the years since 1900 medicine and better health facilities have increased the population's expectancy of life by 16.97 years for white men and 19.52 years for white women. Since 1929 the life expectancy of non-whites has increased 10.35 years for men and 12.9 years for women. The increased life expectancy influences the median age level as mentioned above and further demonstrates the increasing period of time people will expect to work and earn a living.

Increase in urban concentration. The increase in urban concentration demonstrated in Table V indicates that over half of the people now live in urban areas.

The effect this has upon the education system is an important consideration. The concomitant problems of delinquency and of need for full-time employment usually associated with crowded urban life make this fact important in planning extended education. Coupled with the cycles of technological unemployment associated with industrial growth, this urban concentration presents problems of retraining and of other types of education which are not within the present programs of the high schools. If this is to be accomplished to any great extent, it will have to be done by the public because tuition charges for this training will make it unavailable to many.

TABLE V
RATIO OF URBAN POPULATION TO TOTAL POPULATION
IN THE UNITED STATES, 1900-1940*

Year	Per Cent Urban
1900	39.7
1910	45.7
1920	51.2
1930	56.2
1940	56.5

*Source: 16th U. S. Census, 1940.

TABLE VI
RATIO OF PERSONS GAINFULLY OCCUPIED TO TOTAL POPULATION
IN THE UNITED STATES, 1870-1940**

Year	16 Years Old and Older Per Cent
1870	52.1
1880	54.0
1890	55.8
1900	56.5
1910	58.8
1920	58.4
1930	57.0
1940	52.2*

*Figure for persons in labor force 14 years of age and older.
**Source: 16th U. S. Census, 1940.

Labor force. The national labor force will undoubtedly increase in absolute numbers as the life expectancy increases.⁴¹ Even the old age pensions and retirement will not control this increase in the available labor force. The percentage of persons employed in each of the various occupations is also constantly changing. Such types of employment as public service, professional service, or trade and transportation are increasing in numbers of persons as well as percentages of persons employed and such occupations in most cases require a longer period of training than formerly required by the unskilled labor on farms or in factories (see Table VII).

Thus, it becomes apparent that these factors will tend to force the youth out of gainful employment for a longer period of time. Edwards and Richey state that

It was a significant fact, too, that even before the depression of the nineteen-thirties the employment of youth at the upper age levels was declining. The proportion of the gainfully employed among those sixteen years of age declined from 40 per cent in 1920 to 25 per cent in 1930. During the same period, employment of the seventeen-year-olds decreased from 50 to 39 per cent. At the onset of the depression less than half of all youths sixteen to nineteen years of age were gainfully employed. The general tendency to remove youth from occupational life was, of course, an important factor in expanding the educational enterprise.⁴²

⁴¹ Whelpton estimates a total between 96,000,000 and 103,000,000 persons in the working ages (20-64) by 1975 assuming no immigration. See P. K. Whelpton, Forecasts of the Population of the United States 1945-1975, pp. 50f.

⁴² Newton Edwards and Herman G. Richey, op. cit., p. 672.

TABLE VII

PERCENTAGE DISTRIBUTION OF GAINFULLY EMPLOYED WORKERS
10 YEARS OLD AND OVER BY OCCUPATIONAL CATEGORIES,
UNITED STATES, 1870-1930* AND 1940**

Occupation	Year							
	1870	1880	1890	1900	1910	1920	1930	1940
Agriculture	53.0	49.4	42.6	37.5	31.0	27.0	21.4)	18.7
Forestry and								
Fishing	0.5	0.6	0.8	0.7	0.6	0.6	0.5)	
Mining	1.4	1.7	1.9	2.4	2.6	2.6	2.0	2.0
Manufacturing and Mechan. Industries	20.5	22.1	23.7	24.8	28.5	30.3	28.9	25.4
Transportation and Commerce	4.2	4.8	6.0	6.7	7.1	7.3	7.9)	24.7
Trade	6.8	7.9	8.8	10.6	9.7	10.0	12.5)	
Public Service (not else- where clas- sified)	0.7	0.8	0.9	1.0	1.2	1.7	1.8	2.8
Professional Service	2.6	3.2	3.8	4.1	4.6	5.1	6.7	7.3
Domestic and Personal Service	9.7	8.8	9.6	9.7	10.1	8.0	10.1	8.7
Clerical	0.6	0.9	2.0	2.5	4.6	7.3	8.2	9.2

*Source: 16th U. S. Census, 1940.

** (Note: Comparative figures for 1940 are difficult to obtain because the classifications used by the Census Bureau as well as the method of recording was changed. These figures are adapted by Griffith from H. D. Anderson and P. E. Davidson, Occupational Trends in the United States. Agriculture, Forestry and Fishing are lumped together as are Trade, Transportation, and Commerce.)

Further discussion of the facts upon which this assumption is based seems unnecessary; continued evidence of these facts may be obtained in many recent publications.⁴³ That the junior college may supply this post-high school education is a major premise of public junior college development.

Other Assumptions

Federal Aid to Education

There are undoubtedly other statements relative to the development of public education which are evolving in American thinking today and which may be considered as relating to the public junior colleges. One of the assumptions most generally discussed is that the federal government is responsible for equalizing the opportunities for education among the several states. The implications of this assumption would affect the public junior colleges in the same manner as the other grades of the public school; however, the effect on the institutions of higher learning by any plan for federal aid would also be felt by the junior colleges.⁴⁴ This study does not assume that federal aid is basic to the develop-

⁴³ Compare Coleman R. Griffith and Hortense Blackstone, The Junior College in Illinois, pp. 1-13, 20-61. Also Warren Thompson and P. K. Whelpton, Estimates of Future Population of the United States 1940-2000.

⁴⁴ See Viers W. Adams, "The Federal Government and Higher Education: Financial Aid," Current Trends in Higher Education 1949, pp. 136-141.

ment of the public junior college, but it does recognize that financial aid of this type would likely result in a more rapid extension of public post-high school education than is possible in many states at the present time.

The Educational Ladder

Another assumption which is often found outlined or implied in educational literature is that in the United States the system of education is designed as a ladder which each pupil may climb as far as his own interests and abilities allow. In many ways this statement is identical with the equal opportunity assumption listed previously and has, therefore, not been listed separately in this discussion. This assumption has developed because of the refusal of the American people to accept a double track or class system of education. The popularity and general acceptance of the junior college has occurred in many instances because as a public institution it becomes a means of furthering this assumption. The junior college can open opportunities for continued education for all who wish to attend.

There are other trends in American public education which will affect and will be affected by the development of public junior colleges; however, these trends do not seem as basic to the development of this institution as the six main assumptions discussed in this chapter.

Summary

The development of public junior colleges has followed only a few steps behind the development of public high schools. If further development of public junior colleges is to be guided and encouraged, certain assumptions must be accepted. They are:

1. Democratic education is necessary for democratic government.
2. Democratic education is necessary for the continuous improvement of society.
3. Democratic education must offer equal opportunity for all youth to develop as the interests and abilities of each seem to indicate.
- 2 ✓ 4. Democratic education in the United States is best accomplished when the states assume responsibility for developing the framework of educational structure and for equalizing opportunities within their borders.
- 1 ✓ 5. Democratic education is best accomplished when a large measure of control of education is vested in local administrative units.
- 2 6. The changing character of the population and the advance of technology make education beyond the twelfth grade necessary if one accepts the first five assumptions.

Most of these assumptions have been applied to the growth and development of the American education system since its early beginnings although they have not always been accepted by everyone. The increased application of these assumptions has almost given them status as principles of democratic education.

First, these were applied to the common or elementary schools. Later, they were used to validate the extension of public high schools. This chapter demonstrates their application to the junior college as the continued and logical extension of the common schools.

If these assumptions are acceptable, the continued growth and development of the public junior college is inevitable as well as desirable and is consistent with the evolving social and political structure of American democracy.

CHAPTER III

DEVELOPMENT OF PUBLIC JUNIOR COLLEGES

The origin and development of junior colleges have been documented and recounted in many places.¹ The fifty years during which this phase of education has grown are particularly noteworthy because of the development of all phases of public education during this period. The attendance of children in both elementary and secondary schools has increased until during the school year of 1947-48 approximately 23,830,175 children were attending grades kindergarten through twelve. This figure is over 20 per cent of the total population of the United States and 81.6 per cent of the total school-age population.²

The enrollment in the junior colleges has followed a pattern of increasing growth during all years since 1900 except during World War II. Table VIII shows this growth.

The fact that the number of students attending public institutions has increased very perceptibly over the number attending

¹See Leonard V. Koos, "Rise of the People's College," The School Review, LV, 3 (March, 1947), 138-149. Also C. C. Colvert, "A Half-Century of Junior Colleges," Junior College Journal, XVII, 6 (February, 1947), 244-247. For a more complete discussion see Walter C. Ellis, The Junior College, pp. 20-159.

²Francis S. Chase (Director) and Edgar L. Morphet (Associate Director), The Forty-Eight State School Systems, p. 175.

private institutions is an important factor in junior college growth.

TABLE VIII
JUNIOR COLLEGE ENROLLMENTS 1915-1950

Year	Total	Public	Private	Percentage Public
1915*	2,363	592	1,771	25
1922*	16,013	8,349	7,682	52
1927*	35,630	20,145	15,485	57
1931*	74,088	45,021	29,067	61
1935*	107,807	74,853	32,954	69
1940*	196,710	140,545	56,165	71
1945*	249,788	191,424	58,364	76
1947*	294,475	216,325	78,150	87
1948*	446,734	337,334	109,300	77
1949**	500,536	378,844	121,692	76
1950***	465,815	358,081	107,734	77

*Source: Phebe Ward, "Development of the Junior College Movement," American Junior Colleges, 1948, p. 10.

**Source: "Junior College Directory 1949," Junior College Journal, XIX, 5 (January, 1949), 283.

***Source: "Junior College Directory 1950," Junior College Journal, XX, 5 (January, 1950), 289.

Note: These enrollment figures include adult and special students while the figures of the U. S. Office of Education include only full time students.

It is the purpose of this chapter to analyze those factors which are pertinent to public junior college development and to point out the evolving functions of the public junior college.

Definition

Carter Good defines the junior college as:

(1) an educational institution requiring for admission as a regular student four years of standard high-school education or its equivalent; offers two years of work in standard college courses or their equivalent, two years of work in courses terminal in character and of collegiate grade and quality, or both such standard and terminal courses; does not confer the baccalaureate degree; (2) an educational institution requiring for admission as a regular student completion of the tenth grade of a standard high school or its equivalent; offers four years of work, of which the first two are on the senior high-school level, while the last two are similar to those given in two-year junior colleges as just defined; (3) an educational institution offering three years of work, consisting of the equivalent of the senior year of high school plus two years of work at college level, or of three years of work at college level.³

This definition is based upon administrative practice and is designed to include the various types of junior colleges which have developed in the several states, both public and private. The philosophy which has developed for the public junior college cannot accept this definition as a complete one. At the end of this chapter a more complete definition is presented.

³ Carter Good, Dictionary of Education, pp. 230-231.

The Public Junior College

The public junior college is in reality a more comprehensive institution than the educational institution President William Rainey Harper designated in 1896 when he called the first two years of the university the junior college. The name "junior college" as originally conceived no longer seems applicable to the present day public institutions. The President's Commission on Higher Education choose to designate the institutions proposed by it as community colleges.⁴ Prior to this the Educational Policies Commission referred to similar institutions as community institutes.⁵ Both of these terms are applied to public institutions which are within the areas usually associated with junior colleges.

There has also been an occasional reference to "peoples colleges" in the literature tracing junior college history.⁶ This term had been previously used in reference to high schools and to mechanical institutes.⁷

⁴ See President's Commission on Higher Education, Higher Education for American Democracy, Vol. I, "Establishing the Goals," pp. 67-70.

⁵ See Educational Policies Commission, Education for All American Youth, pp. 352-361.

⁶ See Leonard V. Koos, op. cit., p. 138.

⁷ Charles A. Bennett, History of Manual and Industrial Education up to 1870, p. 310. Reference is made here to a Workingman's College in Sheffield, England.

Although each of these terms refers to practically the same type of educational institution, there has been no general acceptance of any one of them. The institutions themselves, although often objecting to the term junior, have not generally accepted any one of the other three terms.

Recently, however, many public institutions have changed their names to city college or just to college dropping the "junior." The 1950 Directory lists seventy-nine public institutions which have dropped the "junior" from their names and which call themselves a city college or a college. Illinois is the only state which has institutions which have adopted the title, community college.

For most purposes, nevertheless, the term junior college is best understood. It is apparent that the new names have not caught the public fancy to any large extent. Most laws refer to "junior colleges" and the term is generally accepted in the literature of educational philosophy and administration. It, therefore, seems appropriate for the present to include these new institutions, i.e. the community college, the community institute, or the people's college, under the more generally accepted term, junior college. This will be the term used in this study.

Predecessors

One of the earliest predecessors of the junior college was

envisioned by Du Pont de Nemours⁸ in the early years of the nineteenth century. In the plan, which he wrote at the request of Thomas Jefferson and from which Jefferson drew much of his own philosophy on education, Du Pont outlined a college lasting approximately seven years. Students would be admitted to these colleges from the common schools and while attending would prepare for the university. The colleges were to be spaced in the state so that each county would be served by a college. They were not envisioned as free public institutions, however, in the present day interpretation of free, public schools. Tuition would be charged, but outstanding pupils of the common schools would be chosen to be educated at state expense. These institutions were never set up because they were ahead of the public desires of that time; however, many of the ideas proposed in this plan were carried through into the American secondary and college systems.

The history of secondary education in the United States records the growth of two institutions which were subsequently supplanted by the public high school. In many ways the development of the public junior college parallels the development of the public high school.

The Latin grammar school was established early in colonial history. Its curriculum was based entirely upon preparation for college and served "primarily the interest of the upper class, of

⁸ Du Pont de Nemours, National Education in the United States of America, pp. 53-118.

youth who looked forward to entering the professions or to taking their place in the ranks of planters or merchants."⁹

The proportion of the population served by the Latin grammar school was too small to gain much support for the schools and the demand was made for more "practical" schools. Franklin, usually credited with the establishment of the first academy, felt that boys should be given opportunities for study in more utilitarian subject areas. Although the academy he began was soon enlarged into a four-year college, he was intending to replace the Latin grammar school with a more vocationally-minded institution.¹⁰

The academy evolved a program which included much of the Latin grammar school program and at the same time many new courses such as science, mathematics, and painting. These academies were privately operated in most cases. In some states plans were made for public academies to be established in every county, but these systems were never highly developed. An example is the plan for Georgia as reported by Monroe: "In 1785 Georgia adopted the latter plan; each county was to have an academy, these to constitute component parts of the state university. Little developed from this, however, except a college and later a state university."¹¹

⁹Newton Edwards and Herman G. Richey, The School in the American Social Order, p. 270.

¹⁰John S. Brubacher, A History of the Problems of Education, p. 431.

¹¹Paul Monroe, Founding of the American Public School System, p. 402.

The public high school, which eventually supplanted the academy, did not wait to grow up after the academy had failed to meet the needs of the people; its early development began during the height of the growth of academies. Brubacher points this out when he states:

It is interesting that the high school made its first appearance in American education, not after the academy had passed the peak of its popularity, but at the opening of the academy's quarter century of greatest growth. The building of the high school, therefore, did not grow out of disappointment in what the academy was trying to do, as the academy had grown out of the shortcomings of the Latin grammar school. On the contrary, the originators of the high school were so attracted by the program of the academy that they wished to duplicate its opportunities, but to duplicate them with two notable additions. . . . The two notable additions appearing in this statement /of the Boston School Committee/ concern providing the academies distinctive curriculum of preparing for life rather than college (1) at public expense and (2) as the normal upward extension and completion of common school education.¹²

Statistics readily document the growth of public high schools since 1821.¹³ The objections often heard by proponents of extended high school education were similar to those proposed now in opposition to extended junior college education.

Mulhern lists arguments opposing high schools as follows:

¹² John S. Brubacher, op. cit., p. 433.

¹³ See U. S. Office of Education, Biennial Survey of Education, 1945-46.

1. They cost too much, and prevent the improvement of lower schools by diverting funds from them.
...
2. They benefit the rich at the expense of the poor, because only the rich can afford to keep their children in school. . . .
3. High school education makes the children, especially of the poor, idle, useless, and discontented. . . .
4. Common schools never intended to take the place of academies. . . . /That is to say, the public school system should not go beyond elementary school¹⁴.

Espy¹⁵ lists very similar objections which he termed "vigorous and persistent." The essence of all these objections was that elementary school was enough education for most people.

Thus it is seen that although public high schools for some time paralleled the growth of the private academies, eventually in the period of social reorganization of the late nineteenth century the high school began to replace the academy. Today the academies are generally limited to private institutions which have all but dropped any curriculum that is not preparatory for college.¹⁶ On the other hand, public pressure forced the high school to include preparatory work although this was not among the original purposes

¹⁴ James Mulhern, A History of Secondary Education in Pennsylvania, pp. 513f.

¹⁵ Herbert G. Espy, The Public Secondary School, p. 48.

¹⁶ Noteworthy examples are Andover in Massachusetts and the military and naval academies of present day high school level.

of the high schools.¹⁷ The high school growth has indeed been dependent upon (1) public support and (2) the normal upward extension and completion of common school education.

The public junior college has had very similar experiences in its development. The majority of the early institutions were privately operated but in recent years the greater growth has occurred in the public junior colleges. Table VIII shows this growth in numbers of students while Table IX shows the growth in numbers of institutions.

¹⁷ John S. Brubacher, op. cit., pp. 435f.

TABLE IX
TOTAL NUMBER OF JUNIOR COLLEGES, 1915-1950

Year	Total	Public	Private	Percentage Public
1915*	74	19	55	26
1922*	207	70	137	34
1927*	325	136	189	42
1931*	436	178	258	41
1935*	521	219	302	42
1940*	575	258	317	45
1945*	584	261	323	45
1947*	637	313	326	49
1948*	652	324	328	50
1949**	651	328	323	50
1950***	648	337	311	52

*Source: Phebe Ward, "Development of the Junior College Movement," American Junior Colleges, 1948, p. 10.

**Source: "Junior College Directory 1949," Junior College Journal, XIX, 5 (January, 1949), 283.

***Source: "Junior College Directory 1950," Junior College Journal, XX, 5 (January, 1950), 289.

However, there are objections to this growth. Griffith lists some of the more common objections as:

1. No more money should be spent on higher education until the elementary and secondary schools are adequately provided for.
2. Too many youth will obtain too much education which will in turn make them less content with their station in life.
3. There would be enough educational facilities to take care of all who need education if the present facilities were properly used.
4. Vocational training is the modern equivalent to apprenticeship training and as such should not be sponsored publicly.¹⁸

The similarity between these objections to the growth of junior colleges and the objections to the growth of high schools is readily apparent. In spite of these objections, however, the growth of public junior colleges has continued just as the growth of public high schools continued, and like the public high schools, public junior college growth may be said to depend upon (1) the public support and (2) the normal and upward extension of the secondary schools.

There is no complete agreement as to the place of the junior college in the scheme of American education. Private junior colleges

¹⁸Adapted from Coleman R. Griffith, The Junior College in Illinois, pp. 10-13.

generally do not accept the junior college as a normal and upward extension of the secondary schools. The dividing line between public and private junior colleges seems to be sharply drawn on this question. Harbeson notes this in an article on trends in junior college education.

. . . let us consider two trends diametrically opposed to each other and about which a heated battle has raged in the development of the junior college idea. They rest on opposing philosophies and, in the main, the line of cleavage has been between the public and the private colleges. The issue might be stated as to whether the junior college is a logical part of the secondary-school system or a unit of higher education. While there have been some exceptions in both camps, it has been the position of public junior college educators that the thirteenth and fourteenth grades are secondary in character and should be closely articulated with the upper high-school years, while the majority of the private junior college administrators have contended that they should be classified as higher education and, as such, sharply differentiated from the high school with a correspondingly close attachment to the standard college or university.¹⁹

This controversy will not be settled by this study; however, as the weight of evidence seems to lie heavily upon the side of secondary education,²⁰ this study will assume that public junior colleges are the completion or capstone of secondary education. William Rainey

¹⁹ John W. Harbeson, "What Are the Current Trends in Junior College Education?" The Bulletin of the National Association of Secondary-School Principals, 33 (May, 1949), p. 115.

²⁰ See Doak S. Campbell, A Critical Study of the Stated Purposes of the Junior College, p. 11.

Harper, sometimes called the "father" of the junior college movement, indicated in an address delivered before the National Education Association meeting in Charleston, South Carolina, in July, 1900, how he felt about this question.

The period of six years is, I am inclined to think, a period which stands by itself as between the period of elementary education and that of the university. The work of the freshman and sophomore years is only a continuation of the academy or high school work. It is a continuation, not only of the subject matter studied but of the methods employed.²¹

If it is assumed that public junior colleges are the extension and the completion of secondary education, the functions of these institutions should be in agreement with those outlined by the Educational Policies Commission and by the President's Commission on Higher Education. A look at the public junior colleges of one state which has extensively developed this phase of public education may aid in determining factors pertinent to public junior college development.

Public Junior Colleges in California

California is probably referred to for techniques, procedures, and guidance in junior college development more often than any other state. This is the result of a long experience with

²¹ William Rainey Harper, "The Small College: Its Prospects," *Journal of Proceedings and Addresses of the 39th Annual Meeting. . . National Education Association* (1900), pp. 81-82.

public junior colleges in that state. The large enrollment in the state is mute testimony to the success of this development.

In 1910 the first junior college in California was established at Fresno, and in 1950 the Junior College Directory lists sixty-nine public institutions in that state with an enrollment of 160,965 students. Strayer attributes this growth in California to two main factors: the desire that junior college education shall be available to the residents of California and to the method of financial support.²²

The first junior college law, passed in 1907, was permissive in character, allowing high school districts to set up post-graduate courses. It was under this law that Fresno Junior College was established. In 1917 another law was passed repealing the 1907 law and recognizing these thirteenth and fourteenth grades as a junior college. This law also endowed the junior colleges with the benefits of all high school financial legislation.²³

In 1921 another law was passed permitting junior college districts to be organized. As a result of this law some junior colleges are organized as district junior colleges and others as de-

²²California, Committee on Conduct of the Study, A Report of a Survey of the Needs of California in Higher Education, p. 4.

²³Peter T. Conmy, "History of Public School Support in California, 1849-1933," Unpublished Doctoral Dissertation, University of California, Berkeley, 1937, pp. 371ff.

partments of the high school districts. However, both types of institutions carry on relatively the same type of work in California today.²⁴ Supplementary changes have been made in the California laws relating to junior colleges during the years since 1921, but the laws of 1907, 1917, and 1921 set the stage for the growth of public junior colleges in that state.

Functions of Public Junior Colleges

The California Junior College Association in a report to the Survey Committee determining the needs for higher education in California listed these purposes of a junior college:

1. Terminal Education. A complete training should be given to those students who will finish their period of formal education in the junior college. This training which is commonly referred to as terminal education should be designed to achieve occupational competence, civic competence, and personal adequacy.
2. General Education. Every junior college student should be given that training which will prepare him to function effectively as a member of a family, a community, a state, a nation, and a world.
3. Orientation and Guidance. It is the specific responsibility of every junior college to assist

²⁴ For a more detailed chronicle of the California junior colleges 1907-1930 see Walter Crosby Eells, The Junior College, pp. 88-122. Also continued to 1943 see Coleman R. Griffith and Hortense Blackstone, The Junior College in Illinois, pp. 170-176.

its students to "find themselves." A program of training and guidance should be provided so that every student may discover his aptitudes, choose a life work, and prepare for the successful pursuit of such work.

4. Lower Division Training. Each junior college should provide lower division or the first two years of senior college work for the limited number of students who plan to transfer to a university after completing two years in junior college. This training should be broad enough to include the lower division requirements in the liberal arts, scientific, engineering, and professional fields.
5. Adult Education. Every junior college should co-operate with other public educational institutions in providing instruction to meet the needs of adults living in the region. The program of training should include cultural and vocational education.
6. Removal of Matriculation Deficiencies. Junior colleges should provide opportunity for students who failed to meet entrance requirements to some university, to remove such deficiencies and thus to qualify for admission in the higher institution of their choice.²⁵

Bethel lists three main functions of a community junior college;

1. An extension of education to meet added requirements of life work.
2. Preparation for further college study--the transfer function.
3. Continuing education--opportunity for part-time education as the need and interest arise.²⁶

Others have referred to terminal, preparatory, and adult

²⁵ California Committee on Conduct of the Study, A Report of a Survey of the Needs of California in Higher Education, pp. 5-6.

²⁶ Lawrence L. Bethel, "Types of Junior Colleges," American Junior Colleges, 1948, p. 3.

education as being the three major functions of the public junior college. The six objectives or functions listed by the California Association could be grouped generally under these three headings also; therefore, this triple classification will be used for purposes of discussion.

If the three major functions, terminal, preparatory, and adult education, are examined, a question immediately enters the discussion: What institutions other than the junior college have taken care of these functions in the past? It becomes obvious that these are not ideas entirely new to education.

Terminal Education

General Education

Terminal education may be thought of as being general and vocational. The general type has been to some extent a function of the high school and to a larger extent the function of the liberal arts colleges. It is not difficult to see the historical development of terminal general education through the continuous upward extension of education. The academies provided this terminal general education during the nineteenth century. In fact, Koos says that:

. . . on the whole, the academies and high schools of the period were much like the colleges and may be thought of as competitors of the colleges rather than as preparatory to them. As with the colleges, their curriculums were a composite of what we now regard as high school and

college work.²⁷

As the high schools became more generally accepted and academies began to disappear, and as the requirements of general education increased in amount, this type of education was left uncompleted unless a student began a four-year college course. A natural result of this was that since most children completed their formal education either at the end of the twelfth grade or just prior to that time, their general education was left incomplete. The President's Commission graphically demonstrates the gap between those who did continue their education and those who should have done so.²⁸

The influence of a local college increases perceptibly the number who pursue the terminal general and other types of education.²⁹ For this reason a local public junior college can fulfill this need in a manner that other institutions do not. Equally, for this reason the public junior college must include among its purposes that of supplying this type of education, terminal general.

Vocational Education

Some phases of terminal education have been designated as

²⁷Leonard V. Koos, op. cit., p. 141.

²⁸President's Commission on Higher Education, Higher Education for American Democracy, Vol. I, "Establishing the Goals," p. 45.

²⁹See Leonard V. Koos, "Local Versus Regional Junior Colleges," The School Review, LII, 9 (November, 1944), 525-531.

vocational. The question as to whether terminal vocational education is being adequately completed by other institutions seems next in importance. To answer this a look at some of the history of vocational education is necessary.

Mays sums up the background to modern vocational education with this statement:

It is only in recent years that any serious attention has been given to the training of the common or unskilled laborer for his work. Furthermore, the unprecedented developments in the physical sciences, in medicine, and in the social sciences since the turn of the century have greatly expanded the vocational area for which careful training is required.³⁰

Mays also lists land-grant colleges, polytechnic institutes, military schools, and normal schools as being leaders in development of college-grade vocational education.³¹ However, in his discussion of college-grade vocational education he includes only engineering, law, medicine, theology, and education.³² This type of vocational education requires more than two years of work for completion and is often called "professional" education. This is not the main area of terminal vocational education which is within the province of the junior college.

The committee which prepared the handbook, Vocational Educa-

³⁰ Arthur B. Mays, Principles and Practices of Vocational Education, pp. 16f.

³¹ Ibid., pp. 22-25.

³² Ibid., pp. 225-245.

tion in the Junior College, for California refers to seven functions of a junior college vocational program:

1. Acquire the skill needed to perform successfully in an occupation. Successful achievement of a vocational objective should be reflected in the ability of the student to secure employment, perform satisfactorily the tasks given to him and advance in the occupation. He should possess a saleable skill upon the completion of his training. Since many students do not remain in the junior college for two years, provision should be made for giving them some skill training as early as feasible in their program.
2. Enter employment and adjust satisfactorily to a job. Too many young persons are not familiar with the procedures and techniques of getting a job and making a satisfactory adjustment to employment. There is need for organized service that will bridge the gap between the termination of formal schooling and entry into gainful employment. Placement and follow-up service should be made available by the junior college or in cooperation with some recognized state, federal, or local employment service.
3. Acquire technical knowledge and general education related to a specific skill. For a large number of young people, the junior college offers the final opportunity for full-time education. For these students a program of education providing the necessary technical occupation should be provided. In addition, the student should have an opportunity to become familiar with broader learnings that are related to the skill or skills he is endeavoring to acquire. Also, he should have access to general education and the cultural aspects of all knowledge.
4. Acquire social understanding. Youth need to develop social understanding and competence. They need help in learning how to get along well with other people—in the home, in the community, on the job. Among workers, lack of such personal traits as tact, cooperativeness, and friendliness is a common cause of discharge. Educators can readily build courses of study whose outcomes are skill, technical knowledge, and vocational com-

petence. They must also learn how to provide those courses and other experiences which will assist young people to acquire social understanding and competence.

5. Formulate a philosophy of life. Every normal-minded person wants to succeed. Success is measured in terms of some philosophy of life consciously formulated. All students should be encouraged to think of success not in terms of units and grades primarily, nor in terms of dollar-goals only. It is necessary to have some sort of philosophy of life to determine basic values. These values should not be limited to "bread alone," but should include concepts of obligation as well as privilege.
6. Learn to keep in good health. A primary obligation of the junior college is to teach students the essentials of healthful living. Provision should be made for experiences that will enable the student to keep in good physical and mental health, at work, in the home, and in the community.
7. Carry out his responsibility as a citizen. The junior college has a duty for educating the student concerning his obligations as a citizen. An awareness of the rights and duties of the citizen in a democratic state can be inculcated and provisions made for experiences that will be useful both in college and later life.³³

These functions may be applied to almost any of a wide variety of occupations for which junior colleges may prepare students. However, for simplification, vocational education is usually divided into agricultural education, business education, home economics education, and industrial education.³⁴

³³ California, Committee on Vocational Education in the Junior College, Vocational Education in the Junior College, pp. 2-4.

³⁴ Ibid., p. 5.

Agricultural Education. The specific purposes of vocational education in agriculture are listed by the Office of Education as follows:

- . . . to develop effective ability to:
1. Make a beginning and advance in farming.
 2. Produce farm commodities efficiently.
 3. Market farm products advantageously.
 4. Conserve soil and other natural resources.
 5. Manage a farm business.
 6. Maintain a favorable environment.³⁵

The federal government under the authority of a number of acts beginning with the Smith-Hughes Act of 1917 has contributed both financially and in an advisory capacity toward vocational agriculture of "less than college grade." Although a large amount of this work is done in the secondary school, all teachers of agriculture are urged to spend one-half of each day with out-of-school groups.³⁶

The Office of Education also recommends that a complete program include classes for out-of-school young farmers and classes for adult farmers as well as the high school courses.³⁷ Obviously much of this type of work may fall within the scope of the junior

³⁵ U. S. Office of Education, Administration of Vocational Education (Vocational Education Bulletin No. 1, General Series No. 1, Revised 1948), p. 38.

³⁶ U. S. Committee to Study Post-War Problems in Vocational Education, Vocational Education in the Years Ahead (Vocational Division Bulletin No. 234, General Series No. 7), p. 155.

³⁷ U. S. Office of Education, loc. cit.

college. The grading of vocational agricultural courses into "college-grade" and "less than college grade" may become difficult to determine as farms become larger and more mechanized.³⁸

The only other institutions which take care of students in this field are certain colleges and universities. Local representatives of the Department of Agriculture may institute short courses to aid the adult farmers, especially in connection with the program of the land-grant colleges and universities and the agricultural experiment stations.

It would be difficult to say whether this program is adequately taken care of by the present agencies. The staff of the California State Department of Education indicate that they feel the junior college can be of great service in a program of vocational agricultural education.³⁹ It is interesting also to note that the junior college program in one state (Mississippi) developed for the most part from the county agricultural high schools of that state.⁴⁰

Business Education. This area of terminal vocational education has been taught in the past by several types of institutions. The rapid growth in some areas of private business colleges indicate

³⁸ See California, Committee on Vocational Education in the Junior College, op. cit., p. 54.

³⁹ Ibid., pp. 41-55.

⁴⁰ See Walter Crosby Eells, The Junior College, p. 140.

the public demand for business education. Since the passage of the George Barden Act in 1946, federal funds have been available for one phase of business education, distributive education.⁴¹

Various levels of training for business jobs are found in high school courses, business college courses, and college and university courses. The levels which fall within the scope of the junior college are those levels which require in addition to basic business skills, certain technical and related knowledge required in businesses today. Occupations such as insurance salesmen, advertising agents, secretaries, and many of the managerial occupations often fall within this range.⁴²

Home Economics Education. Provisions for "programs of instruction intended to serve the needs of persons engaged in the duties and responsibilities of the home"⁴³ have been contained in both the Smith-Hughes and George-Barden Acts. Again this is designed to be of "less than college grade," although a large part of the program outlined by the Office of Education includes work with out-of-school youth and adults.

Purposes of this vocational program include education for all aspects of home living and home-making. Courses in the areas

⁴¹U. S. Office of Education, op. cit., pp. x-xi.

⁴²California, Committee on Vocational Education in the Junior College, op. cit., pp. 57f.

⁴³U. S. Office of Education, op. cit., p. xi.

of child care, housing, food selection and preparation, purchasing, and clothing selection and care are of concern both on a high school level and a post-high school level.

Few, if any, agencies other than public are concerned with this type of vocational education however important it may seem to the individuals preparing for and just beginning family life. Certain areas of preparation for professional work in the field of home economics are carried on in the lower and upper divisions of the colleges and universities. An occasional cooking school or other lecture on homemaking may be attended in some areas; however, it is apparent that a great deal more educational work may be done in this phase of vocational education. The public junior college can aid in both terminal home economics courses and preparatory work for continuation in a professional school.

Industrial Education. Industrial education includes curriculums of (1) technical terminal education, (2) trade and industrial education, and (3) industrial arts education.^{hh} Formal programs of these types are found in "technical institutes, in some courses offered by trade schools, in technical high schools, in terminal curricula in junior colleges, in training departments in industry, in engineering college extension service, and in correspondence

^{hh} California, Committee on Vocational Education in the Junior College, op. cit., p. 75.

study institutions."⁴⁵ Federal aid has been available for education of "less than college grade" in the trades and industry phase of this area of vocational education since the Smith-Hughes Act of 1917. Again, however, a part of the secondary program is devoted to serving out-of-school youth and adults who need the instruction in part-time and evening classes.

Need for technicians rather than four-year trained engineers has implemented the need for enlargement of this program of education. The consulting committee on vocational-technical training reported "an average need for 5.2 technicians for each engineer, with a range of ratios from 2 to 1 to 20 to 1."⁴⁶ This committee also concluded that

Although some excellent vocational-technical training is now being provided in technical high schools, a trend appears to be toward the post high school years.⁴⁷

In many areas of this country the only institution available for industrial education is the vocational high school with its evening or part-time program. This often does not meet the needs of people who want more than trade training. That the public junior

⁴⁵ U. S. Consulting Committee on Vocational-Technical Training, Vocational-Technical Training for Industrial Occupations (Vocational Division Bulletin No. 228, Vocational-Technical Training Series No. 1), p. viii.

⁴⁶ Ibid., p. xx.

⁴⁷ Ibid.

college can add prestige as well as content to a course of this type is the contention of many educators of the junior college field.⁴⁸

Preparatory Education

Lower Division

Following the leadership of William Rainey Harper and the University of Chicago many colleges and universities have divided their four year courses into groups of two years. The first two years of this plan have designed courses and programs of studies which round out or complete general education. This is explained in the catalog of the University of Florida;

In a reorganization at the University of Florida in 1935, all freshmen and sophomores were placed in one college. The University College administers all the work of the Lower Division, which includes the preprofessional work for the Upper Division schools and colleges and a core program of basic education for all students. In 1944, the American Council on Education defined this program: "General education refers to those phases of nonspecialized and nonvocational education that should be the common denominator, so to speak, of educated persons . . . the type of education which the majority of our people must have if they are to be good citizens, parents, and workers." During his freshman and sophomore years at the University, a student's time is about evenly divided between these objectives of general education and those of pre-professional or professional preparation.

⁴⁸
Ibid., p. 189.

While fully accepting its responsibility toward the professional training of her students who remain four years or longer and earn degrees, the University of Florida as a state institution also accepts its civic responsibility to help those who spend only one or two years at the University. These students—more than two-thirds of all enrolled—are not "failures" because they do not continue and earn degrees, and they probably deserve more from the state university than an odd assortment of only "introductory courses." Consequently at the University of Florida a group of comprehensive courses have been worked out to give some unity and meaning to a beginner's program.⁴⁹

In some ways this program of studies is identical with the program of terminal general education. A major exception, however, should be considered. Lower division work in a junior college would parallel the universities' first two years in such a manner that courses taken in the junior college have direct transfer value to the university. Such parallel aims are not the main purposes of the terminal general program although the terminal general program may consist of courses having this transfer value.

Pre-professional Courses

Colleges and universities in many cases plan curriculums during the first two years which directly prepare for continued education in one of the professions. Such curriculums are not designed as ends within themselves although in many instances students do not continue for the full four year course.⁵⁰

⁴⁹ University of Florida, "Catalog 1949-50," The University Record of the University of Florida, XLIV (May 1, 1949), p. 89.

⁵⁰ See John H. McNeeley, College Student Mortality (Bulletin 1937, No. 11).

That this function of post-high school education is not satisfactorily fulfilled by colleges and universities is obviously substantiated by the statistics showing percentages of students in the upper quarter of high school classes who do not continue their education. The Florida Citizens Committee found that 46.1 per cent of the high ranking students in the high schools in Florida did not continue their studies.⁵¹ Griffith found that only 36 per cent of the seventeen-year-olds in Illinois who were in the upper quartile of ability would attend college.⁵² These percentages are indicative that present facilities do not allow many who are potentially college students to continue. For the same reasons given previously, a local junior college may do a great deal to alleviate this condition.

In California public junior colleges have been encouraged to relieve the universities of a large part of the responsibility for these first two years of college. The committee conducting the study on higher education in that state stresses this:

For many years it has been urged throughout the Nation that the large universities should turn their lower division work over to the junior colleges where it can be done as well, and devote their time and energy to upper division and graduate work. Generally speaking, the universities have not been willing to follow this path. Be-

⁵¹ Florida Citizens Committee, Education and the Future of Florida, p. 83.

⁵² Coleman R. Griffith, op. cit., pp. 95-99.

cause of the large numbers of students seeking admission, the University of California has announced that a policy will be followed of diminishing enrollment in the lower division so that more students may be accommodated in the upper division and in the graduate and professional schools.⁵³

Adult Education

Adult education has taken an increasingly important place in all educational programs. Jones explains this in the foreword to a U. S. Office of Education pamphlet:

The accelerating rate of change in our civilization requires increased and continuous learning by all. Less now than ever is it true that the years of full-time schooling suffice for all of life. The completion of a high school or college education, no matter how good, no longer can be considered the terminal point in education. In fact, since people are capable of learning as long as they live, terminal points in education might well vanish from our thinking. As individuals we must extend our systematic learning throughout our adult years; as a nation we must see that suitable opportunity is available for all. The American people may well consider the upward extension of the principle of free public education without age limit.⁵⁴

Activities in this phase of education include such types as literacy education, Americanization, elementary education for adults, high school subjects for adults, college-level subjects

⁵³ California, Committee on Conduct of the Study, op. cit. p. 8.

⁵⁴ Homer Kempfer, Adult Education Activities of the Public Schools (U. S. Office of Education Pamphlet No. 107), p. iv.

for adults, civic and public affairs education, consumer education, intercultural understanding, trade and industrial education, agricultural education, business education, labor-management relations, arts and crafts, recreation, health, music, safety, homemaking, family life and parent education, and others. This demonstrates the variety of possibilities which may be carried on in the field of adult education.

Many of these activities are at the present time being carried on by various public and private agencies. In a recent survey Kempfer found that the public school agencies were carrying on various types of adult education. He concluded:

1. Activities in the vocational fields are much more widespread than in the non-vocational fields. Fields which receive the stimulation of Federal aid are found in approximately four times as many districts as are health education and civic and public affairs education. With the exception of recreation, more schools reported agricultural education for adults than any other field.
2. The most commonly reported non-vocational fields were recreation, high school subjects, arts and crafts, Americanization, physical education and fitness, and music education.
3. All fields except agricultural education were reported more frequently in larger cities than in smaller districts.
4. Workers' education for adults was reported least often. Preparation for marriage, intercultural understanding, and labor-management relations were other fields of low frequency each being reported by fewer than 5 out of every 100 programs.
5. Only 1 out of 8 schools returning the checklist reported literacy education and 1 out of 8 reported elementary education for adults. In 1947 an estimated 9,420,000 people age 14 and above had no more than 4 years of school-

ing and were classed as functionally illiterate. Obviously most public schools are doing very little or nothing to improve this situation.

6. Approximately half of all districts reporting an evening or an adult school offer high school subjects for adults.
7. Approximately 18 per cent of all districts reporting an evening or an adult school offer college-level subjects for adults. Often these courses are offered by public evening junior colleges.⁵⁵

Various other agencies may serve in this program. Such institutions as the museums, the libraries, such social agencies as the churches, and the Red Cross, and such public agencies as the health service may carry on different types of programs for adult education.

Reeves, Fansler, and Houle list six principles to guide a program of adult education.

1. Adult education is an integral part of public education; as such it should be a part of each adult's experience, and as such it is the means whereby education for youth is made increasingly effective.
2. As an integral part of public education, adult education must share in the principle of equalization of opportunity in both a quantitative and a qualitative fashion.
3. The administrative machinery established for adult education must be on parity with the administrative machinery at other educational levels.
4. Since the character of adult education parallels the life of the adult, many different types of agencies are necessary, the activities of which must be coordinated to achieve a complete and balanced program.

⁵⁵
Ibid., p. 15.

5. The character of adult education is such that democratic methods in the determination of policies and practices are more essential at this level than at other levels of education.
6. The decentralized control and character of adult education must be maintained through a reasonable measure of autonomy among local districts.⁵⁶

The fact that the public junior college may do much to aid this program is obvious. That the public junior college may act as the coordinating agency mentioned by Reeves, Fansler, and Houle is a logical step in the field of community service for junior colleges.

Summary of Functions

It becomes apparent, then, that other institutions have in the past partially fulfilled the suggested functions of the public junior college. It also becomes apparent that the present day public junior college is in many ways the resultant of these other institutions. If the three basic functions of the junior college are to be fulfilled in the program of the public junior college, much of the work of these other institutions will be supplemented by the junior college and in many instances will be taken over by the junior college. The demands of a complex society in which changes in daily life are continuously caused by advancing technology require more coordinated and better organized facilities

⁵⁶F. W. Reeves, T. Fansler, and C. O. Houle, Adult Education, pp. 141-142.

than the hit or miss type of institutions which may or may not be available to the youth and adults of a community. Higher levels of vocational competence will be demanded as scientific advancement influences an even greater part of the daily life of the individual. These factors emphasize the need for a well organized junior college, free and open to all who can profit by attending.

The terminal function of the junior college has been accomplished by colleges, by vocational-technical schools, by business colleges, by agricultural schools, and by privately operated institutes and training schools. Naturally much of this work will continue to be accomplished by these types of schools; however, as more children become desirous of adequate terminal training and education, the number attending junior colleges for this purpose will increase. The large enrollment in California public junior colleges is mute testimony to this fact.

The preparatory function of the junior college has been accomplished by the colleges and universities to some extent. It has been shown, on the other hand, that many who could profit by this type of education are unable to attend the university because of financial and other reasons. Here again the junior college may alleviate this situation by offering opportunities at a low cost both to the student and to the state. It has also been suggested that much of the lower division work of the universities could be accomplished by the junior colleges.

The function of adult education has not been characterized

by coordinated planning. Short courses and extension classes have in many instances been sponsored by extension divisions of the universities and by the public schools. Other social agents such as county agricultural agents, Red Cross officials, and the like have helped in this phase of education, especially in the areas of high population concentration. The job of retraining has been carried on particularly for veterans in the post-war period by federal agencies although other adults have been able to participate in this program to some extent.

Since most of this adult education has been uncoordinated, the function of the public junior college in this phase of education may well be one of coordination and administration. Many of the same social agencies could continue their work in the area with the public junior college sponsoring this phase of education as a part of its total program.

Guides for Public Junior College Education

In Chapter II, six assumptions were listed and discussed as basic to public junior college development; in the present chapter the development of public junior colleges has been noted. The following guides for establishing public junior colleges are derived from the assumptions basic to public education presented in Chapter II and developing functions of public junior colleges presented in this chapter.

Administration. A public junior college should be a local institution, directly controlled by a board locally selected, offering two years of post-high school educational opportunities to the youth of the community, and also offering wide and varied opportunities to other members of the community for continued education beyond any school level they previously may have attained; provided, that no courses offered for credit in the junior college should be above the level of the second year of college. Administratively the public junior college may be organized as a four year institution in connection with the eleventh and twelfth grades or it may be organized as a separate two year unit. If organized with the eleventh and twelfth grades, its program should extend over the entire four years as a complete, integrated program. If organized separately, considerable attention should be given to integration with the high school program. In either case attention should be given toward coordination with the university program in areas which parallel the first two years of the university.

Function. A public junior college should provide opportunities for the youth as well as the adults of a community to develop into better functioning citizens. Citizenship should be interpreted in its broadest sense: the ability to contribute to and to receive from the community a complete intellectual, social, economic, and political life.

Location. Public junior colleges should be located in such a way

that they may draw upon a population base large enough to support them; however, care should be taken to assure all youth and adults of opportunities to attend. For many youth in sparsely populated areas this may mean subsidization and for adults in the same areas this may mean extension classes when no other facilities are available.

Place in the System of Public Education. The public junior college should be a part of the public education system. In order to serve the community surrounding it in the best possible manner, it should be locally oriented and locally controlled. The program of the junior college should supplement but not duplicate the public school facilities in the immediate area. The type of state support extended to elementary and secondary schools should be also extended to the junior colleges.

Summary

The development of public junior colleges in the United States has been an outstanding factor in the growth of junior colleges. In recent years approximately 50 per cent of the junior colleges have been public, enrolling over 75 per cent of the students. In many ways the growth of the public high school and the growth of the public junior college are very similar, both developing as an extension of the lower schools and both deriving their support from public sources. Objections to the extension of public

junior colleges are similar to the former objections to the extension of public high schools.

The controversy over whether the junior college is part of the secondary school system or a unit of higher education is to a large extent based on whether the junior college is public or private. The weight of opinion seems to indicate that public junior colleges have in general been considered to be the logical completion of the public secondary system.

The functions of public junior colleges have largely been classified as terminal, preparatory, and continuation or adult education. Although these functions have partially been taken care of by high schools, colleges, universities, vocational-technical schools, and other social agencies, there is need for local public junior colleges to equalize opportunity as well as to increase and coordinate present programs in the three areas.

Based upon the assumptions derived in Chapter II and upon the development of public junior colleges traced in Chapter III, certain guides for this type of education are derived. These guides should be considered as basic to the further development of public junior colleges.

1. A public junior college should be a local institution, directly controlled by a board locally selected, offering two years of post-high school educational opportunities to the youth of the community, and also offering wide and varied opportunities for continued educa-

tion to other members of the community beyond any school level they previously may have attained; provided, that no courses offered for credit in the junior college should be above the level of the second year of college. This institution may be organized as a two year separate unit or as a four year unit integrated with the eleventh and twelfth grades.

2. A public junior college should provide opportunities for the youth as well as the adults of a community to develop into better functioning citizens.
3. Public junior colleges should be located in such a manner as to enable all persons who may benefit from the program of studies to be able to attend.
4. The public junior college should extend the public education system so as to supplement and carry forward the educational levels previously reached by its students; it should be controlled and supported in the same manner as the remainder of the public school system.

CHAPTER IV

CRITERIA FOR THE ESTABLISHMENT OF PUBLIC JUNIOR COLLEGES

The importance of criteria for establishing junior colleges in certain localities has been referred to by many authors. These criteria have been applied both to specified localities and to the nation in general. Bells, in the Encyclopedia of Educational Research, has this to say concerning criteria:

Numerous efforts have been made to state defensible minimum conditions under which public junior colleges should be established. Factors most frequently advocated have been total population, high-school population, number of high school graduates, assessed valuation, and vote of electors in the proposed district. With the exception of the last named factor any reasonable numerical figures that have been suggested or used have been shown to be faulty or of doubtful validity in special cases. California, after experimenting with various such legally established numerical limitations, abandoned them all a few years ago and made a comprehensive survey by competent educators the only prerequisite for a local vote on the question of establishment of a junior college. A minimum figure of \$10,000,000 assessed valuation in a proposed junior college district has been used most frequently, but with variations from \$1,500,000 to \$30,000,000. No such figure, however, is significant without consideration of ratio of assessed valuation to true valuation and without knowledge of the proportion of the total support which is to come from other sources than district taxation.¹

¹Walter Crosby Bells, "Junior Colleges," Encyclopedia of Educational Research, Revised Edition, p. 633.

Several studies have been made of the need for junior colleges in particular states and plans developed to prevent undesirable overlapping in order to meet the requirements of the entire state satisfactorily. Such studies are available for Massachusetts, New York, Mississippi, Illinois, Missouri, Kansas, Iowa, Oklahoma, Wyoming, Utah, and Kentucky.

It is the purpose of this chapter to review the criteria resulting from various studies as well as the criteria found in state laws to determine what criteria will be in agreement with the guides developed in Chapter III. Those criteria which are in agreement with the guides will be established for general application to the state of Florida.

Criteria in Laws

There are thirty-seven states which have some type of legislation relating to junior colleges. Twenty-six of these have general legislation permitting the establishment of public junior colleges. Saylor defines general legislation as:

That legislation which defines conditions under which public junior colleges may be established by any subdivision of government which meets the requirements of the law. Such legislation may vary from a simple enabling act to a complex or detailed set of laws.²

²Galen Saylor, Junior College Studies (University of Nebraska Publication, Contributions to Education Number XXVI), p. 9.

The provisions of these general laws may be considered as minimum criteria for establishing junior colleges in the particular states. Table X shows the numbers of public junior colleges established in the twenty-six states with such general legislation.

TABLE X

NUMBER OF PUBLIC JUNIOR COLLEGES IN CERTAIN STATES, 1950*

State	Number
Arizona	2
California	69
Colorado	6
Florida	4
Idaho	2
Illinois	14
Iowa	19
Kansas	14
Kentucky	2
Louisiana	3
Maryland	4
Massachusetts	2
Michigan	10
Minnesota	10
Mississippi	14
Missouri	11
Montana	3
Nebraska	5
New Jersey	4
New York	14
North Dakota	4
Oklahoma	18
South Carolina	0
Texas	36
Washington	9
Wyoming	4

*Source: Junior College Directory, 1950.

The usual criteria applied in the laws of these states are minimum requirements in respect to types of districts permitted to establish a junior college, total population, total school population, high school population, and assessed valuation.

Districts

All states having general legislation referring to public junior colleges require some type of district organization for the junior college. In some states any school district may organize a junior college while in others only a certain type of district, such as a high school district or a union district, may organize a junior college. Still other states permit combinations of districts to establish a junior college and in most instances permit the formation of a new junior college district.

Total Population

The highest minimum population requirement is found in the laws of Florida. A minimum population of 50,000 is required before a junior college may be established. Illinois requires a minimum population of 10,000 in the smaller districts. Iowa, North Dakota, and South Carolina require 5,000 people in a proposed junior college district. Table XI shows these requirements.

TABLE XI
MINIMUM TOTAL POPULATION REQUIREMENTS FOR
JUNIOR COLLEGE ESTABLISHMENT
IN CERTAIN STATES*

State	Minimum Population Requirement
Florida	50,000
Illinois	10,000
Iowa	5,000
Michigan	14,000
Mississippi	10,000
North Dakota	5,000
South Carolina	5,000

Source: Adapted from Galen Saylor, op. cit., Table 3, pp. 22-24.

Attention is called to the fact that different procedures for establishing junior colleges in Illinois are necessary depending upon whether the district is in the 10,000 to 25,000 population classification, the 25,000 to 200,000 population classification, or over the 500,000 population classification. This is also true in Michigan where two classifications are set up in the law, 14,000 to 25,000 and 25,000 or more.

Total School Population

Only two states have written minimum total school population

requirements into their laws. Colorado requires a school population of 3,500 within the proposed district and Texas requires 7,000 children enrolled in a union, county, or joint county district.

High School Population

Four states have minimum requirements for high school enrollment written into their laws. Arizona requires one hundred or more pupils in high school if a single high school or union high school district proposes to establish a junior college or two hundred or more pupils in the high schools if two or more districts propose to establish a junior college. This latter requirement of two hundred also applies to county junior colleges. Idaho requires eight hundred pupils in a proposed junior college district while Nebraska only requires two hundred average daily attendance in the high school. Texas requires four hundred in the four years of the high schools in the district before a junior college may be established.

Assessed Valuation

Eight states require a minimum assessed valuation for districts proposing to establish junior colleges. These range from \$1,000,000 in South Carolina up to \$20,000,000 in Colorado. Table XII shows these requirements.

TABLE XII

MINIMUM REQUIREMENTS FOR DISTRICT ASSESSED VALUATIONS
BEFORE A JUNIOR COLLEGE MAY BE ESTABLISHED
IN CERTAIN STATES*

State	Minimum Assessed Valuation
Arizona	\$5,000,000
California	5,000,000
Colorado	20,000,000
Idaho	10,000,000
Montana	3,000,000
Nebraska	5,000,000
South Carolina	1,000,000
Texas	(9,500,000 ((12,000,000

*Source: Adapted from Galen Saylor, op. cit., pp. 22-24.

The requirement in California refers only to high school districts establishing a junior college. In Texas these requirements are applied to different types of districts: \$9,500,000 for proposed union, county, or joint county junior college districts and \$12,000,000 for independent or city districts.

No Numerical Criteria in Laws

Those states which have no numerical criteria in their laws

are California (in forming a junior college district), Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Minnesota, Mississippi (joint districts of agricultural high schools not less than twenty miles from a state college), Missouri, New Jersey, New York, Oklahoma, Washington, and Wyoming. Excluding California and Mississippi which have criteria in certain instances, there are twelve states which do not have any specific criteria in the laws referring to total population, total school population, high school population, or assessed valuation.

Approval of State Agencies in Charge of Education

A majority of those states having general legislation referring to junior colleges require that the approval of the state department of education, the state superintendent of education, or the state board of education be obtained prior to the establishment of a public junior college. Those states requiring such approval are California, Florida, Idaho, Illinois, Iowa, Maryland, Massachusetts, Minnesota, Missouri, Montana, Nebraska, New Jersey, New York, Oklahoma, South Carolina, Texas, Washington, and Wyoming. Eighteen have this requirement.

Summary

No pattern may be obtained from these requirements. The states which have criteria written in the laws show wide and varied limitations in their requirements. Population requirements vary from 5,000 in three states, Iowa, North Dakota, and South Carolina,

to 50,000 in Florida. Total school population requirements are found only in two states, Colorado and Texas (this requirement is applied only to union, county, or joint county districts in that state). High school population requirements vary from one hundred in Arizona (in single districts) to eight hundred in Idaho. Finally, assessed valuation requirements vary from \$1,000,000 in South Carolina to \$20,000,000 in Colorado.

Both these states having a large number of public junior colleges (i.e. California and Texas) and those states having only a few public junior colleges or none at all (i.e. Idaho and South Carolina) have minimum criteria of some kind in the laws. It is equally true that those states which have only criteria in the laws specifying the type of district that may establish a junior college have developed many public junior colleges. Many states have left the specific criteria to the judgment of their state departments of education. Criteria may be more easily changed and adapted by the regulations of such departments.³

For example, California law states that proposed junior college districts should have the approval of the State Department of Education. In turn the State Department of Education recommends a minimum high school enrollment⁴ of 1,600 to 2,000 and an assessed

³ Compare Harvey Walker, The Legislative Process, pp. 407-423.

⁴ Charles Wesley Simms, The Present Legal Status of the Public Junior College, p. 25.

valuation of \$35,000,000 for proposed districts.⁵ In Minnesota the State Department of Education recommends an assessed valuation of \$3,000,000 in a proposed junior college district.⁶ It is possible for these requirements to be changed when conditions change; also they may be used advisedly considering the factors in each local situation.

Since there seems to be no general acceptance of any one set of criteria in these laws, the best procedure seems to be that followed by California, the requirement of a detailed survey and approval by the state educational agency prior to establishment. Simms, in one of his conclusions on the legal status of the public junior college, says:

The state department of education, the state board of education, or a special commission created for the purpose, should be empowered by statute to establish administrative and academic standards for junior colleges, provide for adequate inspection, and recommend for accreditation such colleges as meet the standards determined. In addition thereto, the designated agency should be empowered to establish such criteria not covered by statute as would further aid in determining the advisability of establishing public junior colleges and in insuring their successful operation after establishment.⁷

⁵Ibid., p. 23.

⁶Ibid., p. 24.

⁷Ibid., p. 123.

Criteria in Studies

There have been a number of studies in the area of criteria for public junior college establishment. This particular study will not attempt to repeat the work done by these previous studies nor will this study attempt to review all previous studies. There are, however, several outstanding studies which seem to summarize the others.

Allen

This study was completed in 1936 and summarizes a number of previous studies on criteria. The author checked the criteria of studies made by Koos in 1921, Zook in 1923, O'Brien in 1923, Leonard in 1924, Koos in 1924, O'Brien in 1925, Clark in 1927, O'Brien in 1928, Whitney in 1928, Gattis in 1928, Brothers in 1928, Cockrell in 1928, Zook in 1929, Broom in 1929, Morris in 1929, Holy in 1929, Green in 1929, Ricciardi in 1929, Ricciardi in 1930, Eells in 1931, Joyal in 1932, Walter in 1932, Eells in 1933, and Summitt in 1933.⁸

Allen checked these criteria by logical reasoning, references to the previous studies on criteria, present opinions of the author's of those previous studies on criteria, references to cases where the criteria had been applied and how they worked, and by

⁸ For a tabular summary of these studies see John S. Allen, "Criteria for the Establishment of Public Junior Colleges," Unpublished Doctor's Dissertation, New York University, 1936, Table II, p. 114.

opinions of other junior college authorities.⁹ The resulting criteria he concluded are:

COMMUNITY ABILITY TO SUPPORT A PUBLIC JUNIOR COLLEGE

Indicated by:

1. Taxable wealth. . . .
2. Standard of lower schools as indicated by teachers salaries and qualifications.
3. Bonded debt not more than 5% of assessed valuations. . . .

COMMUNITY NEED FOR A PUBLIC JUNIOR COLLEGE

Indicated by:

1. In general a junior college should only be established where there is no other institution of collegiate grade that can be made to serve the existing educational needs of the community.
2. 250 high school graduates per year on the average.
3. 40% of recent high school graduates now attending college. *1000000?*
4. Survey of intentions of high school seniors and juniors with respect to education beyond high school.
5. 1100 enrolled in the four-year high schools of the community.
6. Survey of the intentions of parents of high school seniors and juniors for their children's education beyond high school.
7. 1,000 in average daily attendance in high schools of the community.
8. 19,000 population.

All of these are approximate figures. Those at the head of the list are considered to be the best indicators and those near the bottom are the least dependable. . . .

Also the interest in and demand for adult education should be considered as well as the nature of the population to indicate the need for a junior college and type of junior college that is needed.

COMMUNITY INTEREST IN A PUBLIC JUNIOR COLLEGE

Indicated by:

⁹Ibid., p. 174.

1. Non-political school election with at least a simple majority of the votes cast.

APPROVAL BY STATE AUTHORITY

Should be approved by the state department of education on the basis of a survey by that department, if it is a non-political, non-ex-officio body and includes or employs some educational specialists.¹⁰

He stresses that the criteria "should be considered as flexible standards that are generally necessary or important for the success of a public junior college,"¹¹ and recommends that a survey be made in each case "to consider the question of need for and ability to support a public junior college using the criteria listed above."¹²

Adams

This study, completed in 1940, evaluated previous criteria studies and selected criteria for application to Kentucky. Among those previous studies considered by Adams were those made by Koos in 1921, O'Brien in 1923, Leonard in 1924, Koos in 1924, Clark in 1927, O'Brien in 1928, Whitney in 1928, Gattis in 1928, Cockrell in 1928, Brothers in 1928, Zook in 1929, Broom in 1929, Holy in 1929, Green in 1929, Joyal in 1932, Summitt in 1933, and Allen in 1936.

Adams concludes:

¹⁰Ibid., pp. 186-188.

¹¹Ibid., p. 186.

¹²Ibid., p. 188 (his italics).

In terms of the findings of this study, the basic minimum criteria suggested as a reliable guide in the establishment of public junior colleges in Kentucky are as follows:

1. An average of 200 high school graduates annually
2. An average of 1,300 students enrolled annually in the four year high schools of the district
3. A white population of 25,000
4. An assessed valuation of \$23,000,000
5. School indebtedness limited to 5 per cent of the assessed valuation
6. No public junior college to be located at a distance of less than thirty miles from any existing accredited public or private coeducational institution of higher learning
7. The attained standards of the lower schools shall equal:
 - a. A school term of nine months annually for at least 50 per cent of the school population
 - b. A median annual salary of at least \$626 (state median) for the elementary teachers
 - c. A median annual salary of at least \$1,703 (state median) for the high school teachers
 - d. A median training of at least 83.5 (state median) semester hours for the elementary teachers, and
 - e. One or more high schools in the district accredited by the Southern Association of Colleges and Secondary Schools.¹³

Adams further states:

It is readily conceded by the writer that it would be an impossible task to set up a group of criteria which would, if strictly adhered to, guarantee a successful public junior college. Neither does the writer claim that the absence of one or more of the

¹³ Henry Albert Adams, Criteria for the Establishment of Public Junior Colleges in Kentucky (Bulletin of the Bureau of School Service, Vol. VII, No. 4), pp. 85-86.

criteria in the community will insure failure of the undertaking. It is assumed, however, that it is a reasonable task to set up criteria that can be used as a reliable guide in the establishment of public junior colleges which will generally prove successful.¹⁴

Griffith and Blackstone

While this study, completed in 1945, outlines no definite criteria as such, certain guiding principles are discussed and validated by detailed analysis. In the final chapter the authors emphasize "general principles of policy regarding a system of junior colleges for the State of Illinois."¹⁵ These general principles include recommendations that:

1. Junior colleges be located within existing high school districts, or within consolidated districts, and be supported by both the district and the state;
2. The approval of the State Board of Education (proposed) be obtained before establishment of a junior college;
3. A high school enrollment of at least 500 students be required;
4. And the local situation be studied in the light of the social, economic, and educational situation of

¹⁴Ibid., p. 85.

¹⁵Coleman R. Griffith and Hortense Blackstone, The Junior College in Illinois, pp. 244-247.

the area to be served.

There are other policies mentioned in this discussion but the four outlined above seem to approximate best the type of criteria set forth in the other studies. The other policies mentioned are of a general nature referring to administration, curriculum, and general plans for junior colleges subsequent to establishment.

Fowlkes and Ahnsbrak

This study was completed in 1947 and was a "consideration of one phase of education"¹⁶ in Wisconsin. The authors summarized Allen's criteria and adapted them for use in Wisconsin.

1. In general, a junior college should be established only where there is no other institution of collegiate level that can be made to serve the existing educational needs of the county.
2. A five-year average of 250 high school graduates per year.
3. Forty per cent of the high school graduates now attending college in all situations where the previous five-year average of high school graduates does not exceed 500.
4. A survey of the intentions of high school seniors with respect to plans for education beyond high school, including choices of occupations and educational institutions to be attended.
5. A five-year average of 1,100 students enrolled in the four-year high school.
6. A five-year average of 1,000 students in average daily attendance in the four-year high school.

¹⁶ John Guy Fowlkes and Henry C. Ahnsbrak, Junior College Needs in Wisconsin (Bulletin of the University of Wisconsin, April, 1947), p. 2.

7. A county population of 19,000.¹⁷

The authors continue by stating that "although the criteria for need of a junior college are minimum criteria, they must be used flexibly to arrive at the prediction that the enrollment will be 100 freshmen and that fifty per cent or fifty students will return for the sophomore year."¹⁸

Koos

A number of studies relating to various phases of junior college development have been done by Koos. Both Allen and Adams referred to the early studies of Koos in the area of criteria. Recently two state plans for public junior colleges have been recommended by this author.¹⁹ These plans used the criterion of high school enrollment as the main criterion for consideration in establishing public junior colleges. For Maryland, he recommends a high school enrollment of 500 to 600 pupils.²⁰ In the Pennsylvania plan, Koos states that "a working criterion of 800 students in Grades IX-XII was derived and applied for identifying the districts

¹⁷Ibid., p. 35.

¹⁸Ibid.

¹⁹L. V. Koos, "A Junior College Plan for Maryland," School Review, LV, 6 (June, 1947), 324-338; and "A Community-College Plan for Pennsylvania," School Review, LVII, 4, 5-6 (April, May-June, 1949), 202-216, 286-294.

²⁰L. V. Koos, "A Junior College Plan for Maryland," School Review, LV, 6 (June, 1947), 328.

which should first be considered as locations for community colleges."²¹

Summary

The main studies on criteria of recent years have summarized previous studies in attempts to validate the often widely varying numerical requirements. Studies by Allen, Adams, Griffith and Blackstone, Fowlkes and Ahrensbrak, and Kocs are basically similar in that they all attempt to reach defensible conclusions as to the requirements necessary to be fulfilled before assurance can be given that a junior college will be successful in a certain location.

These criteria may be summed up as follows:

1. The community (district, county, or combinations of these) must be willing and able to support a junior college along with other phases of education. This willingness and ability may be measured by present support of the elementary and high schools and by the assessed valuation and bonded indebtedness of property within the area.
2. The community must be of sufficient size to insure an enrollment large enough for economical and efficient operation of the junior college. Among the methods of determining this size are total population (19,000;

²¹L. V. Kocs, "A Community-College Plan for Pennsylvania I," School Review, LVII, 4 (April, 1949), 208.

25,000) and high school population (500; 600; 1,100; 1,300).

3. The college attendance pattern of the community should be high. This is indicated by the number of graduates from the high school each year (200; 250; 500), by the college attendance patterns of the area (40 per cent of high school graduates attending college), and by a survey of the intentions of junior and senior students in the high schools as well as opinions of their parents in reference to college attendance.
4. The growth of public junior colleges should be planned and, therefore, the approval of the state authority on education should also be obtained prior to establishment.
5. The junior college should not duplicate other educational facilities which are available to the youth of the area.

Criteria in District Reorganization

A great deal of interest has been shown in school district reorganization during recent years.²² The reasons for this interest are very similar to those expressed by Jones in his discussion of

²² See National Commission on School District Reorganization, Your School District.

problems of metropolitan government.²³ Many units of administration are too small to provide effectively the many services that are expected of them today. For this reason, in particular, the trend in reorganization has been toward larger districts both as attendance areas and as administrative districts. Criteria have been applied as guides for this reorganization and those applied to the secondary school may be of value here.

For attendance areas the National Commission concludes that the educational interests of the children will best be served if:

1. The enrolment in the kindergarten and grades 1 to 6 is not fewer than 175 pupils with at least 7 full-time teachers employed, a more desirable minimum being 300 or more pupils with 12 or more teachers.
2. The enrolment in junior and senior high school grades is not fewer than 300 pupils or 75 pupils of each age group, with a minimum of 12 full-time teachers.
3. The enrolment in schools which have been organized to provide educational opportunities for persons who have completed grade 12 is not fewer than 200 pupils with 10 full-time teachers.²⁴

The Commission also recommends that the time spent by high school pupils in going to and from school should not be more than one hour each way.²⁵ It seems logical that similar requirements might be expected of junior college students.

²³ See Victor Jones, Metropolitan Government.

²⁴ National Commission on School District Reorganization, op. cit., p. 81.

²⁵ Ibid., p. 82.

In discussing administrative units the Commission stresses three general criteria.

1. The administrative unit should have enough pupils so that the educational needs now existing and those likely to arise in the immediate future can be met effectively at a reasonable cost.
2. It should be large enough to attract and use to good advantage a high type of educational leadership.
3. It should be small enough and should have a type of social organization that will permit people to participate effectively in the support and control of the school and to share in its activities.²⁶

The Commission also recommends as many as ten thousand (no less than 1,200) pupils ages six to eighteen in an administrative unit.²⁷

These recommendations may be summarized as requiring a junior college to be organized as a part of the regular school district, provided that at least two hundred pupils attend who do not travel more than one hour per day each way. The administrative unit for this school system will be more efficiently operated if as many as ten thousand pupils are included in the organization.

Criteria for a Plan for Florida

Guides for the development of public junior colleges were developed in Chapter III. These guides are suggested as a basis for further development of these institutions. Before criteria for

²⁶ Ibid., p. 86.

²⁷ Ibid., p. 131.

the planned growth of public junior colleges in Florida are developed, the criteria discussed in this chapter should be evaluated in terms of these guides.

Total Population

Requirements relating to total population are made mainly to insure an enrollment large enough for economical operation. The ratio of youth to adults is dependent upon birth and death rates; certain areas may have a larger proportion of children than other areas.²⁸ This is also true to some extent within a state. Some states have found a population requirement prohibitive to junior college growth and have lowered the requirement to a point where it is relatively ineffective as a criterion.²⁹ In terms of agreement among authorities, there is no generally accepted figure for all situations.

School Population

This figure is also designed to insure sufficient attendance in the junior college. There is little agreement among requirements in this area and unless the holding power of the local schools is also known, the figure is of doubtful value. There is a possibility that the presence of a junior college in a community will also

²⁸See Southern States Work-Conference, Building a Better Southern Region Through Education, pp. 14-15.

²⁹Compare Edward F. Mason, "Iowa Lowers Population Requirement," Junior College Journal, XII, 3 (November, 1941), 142-145.

increase the holding power of the schools. If the vocational and the adult programs are developed to any great extent, the school population may be merely indicative of one part of the total junior college program. For these reasons, as a criterion for establishment, the school population seems of doubtful value.

High School Population

Since this figure is nearest the junior college enrollment figure in the educational ladder, it would seem to be of greater value as a criterion than other population figures; however, there seems to be little agreement among previous studies as to the minimum required number of high school students. This number for high school students depends upon the number considered minimum for a junior college as well as the attractiveness of the curriculums of the junior college. Also this requirement, if used, should be a figure which takes into account the organization of the school system (6-3-3-2 or 6-4-4) as well as the plans for the adult program.³⁰ Like other criteria it should be applied advisedly.

Number of High School Graduates

This number again is useful in determining the estimated enrollment for a junior college in an area for the first few years

³⁰Cost figures for grades thirteen and fourteen indicate a four-year junior college may be economically operated with a smaller enrollment than a two-year junior college. Compare A. B. Martin, "Cost of Administration, Instruction, and Maintenance of Public Junior Colleges in the United States," Unpublished Doctor's Dissertation, University of Texas, 1949.

of operation. The minimum required in this instance would also be dependent upon the requirements of the junior college and the organization of the school system as well as the curriculums of the institutions.

Assessed Valuation

The assessed valuation required varies greatly according to the expected expenditure per student in the junior college and the expected sources of revenue. Where the state accepts responsibility for equalizing differences in tax-paying ability among local school units by a state program of financial support, the local assessed valuation need not be high. Johns and Morphet explain that

A comprehensive equalization plan of state support gives due consideration to the relative taxpaying ability of local school districts in distributing state funds and under such a plan, the taxable wealth of a local district should not prevent an area from becoming a good district if it meets other acceptable criteria.³¹

The ratio of assessed to true valuation is always important in comparing school millages. An area of very low wealth may also have children who should also have an opportunity to continue their education. Costs fluctuate more rapidly than assessed valuation. For these reasons a criterion of assessed valuation seems to be of doubtful value in establishing a junior college.

³¹R. L. Johns and E. L. Morphet, "Relation of School District Reorganization to Finance and Business Administration," Review of Educational Research, XVIII (April, 1950)

Lower Schools

The requirement that a community reach a certain standard in the elementary and high school grades is not in agreement with the guides. While it is admitted that the addition of junior college education to a school system is inadvisable when such additional grades detract from the rest of the school system, it is also contended that it is the responsibility of the state to insure minimum equal opportunities for children in all areas of the state. In communities where it is impossible to obtain additional support for public schools, the establishment of junior colleges does not seem advisable; however, this factor should not be established as a major criterion for establishment.

Approval of State Educational Authority

This criterion seems to be the most defensible and the most generally accepted. The coordinative influence of this authority can insure equal opportunity and prevent the establishment of inefficient junior college centers. If valid criteria are applied by this agency to each situation, both economical and efficient junior college growth as well as adequate provision for equal opportunity for all youth and adults may be assured.

Summary

When the criteria established both in state laws and in various studies are compared with the guides developed in Chapter III, it becomes apparent that such criteria should be established

only as tentative guides to be used by the state educational authority in approving junior college locations. These guides or criteria should be evaluated periodically and revised when changing conditions bring about different needs. Of the population requirements, that of high school population seems most logical for indicating probable day-school enrollment. Koos supports this statement by saying, "In previous inquiries the size of high school enrollment has proved as good a criterion of feasibility of establishment as any so far used. . . ." ²⁵ The requirement for a survey and the approval by the state educational authority prior to establishment, provided such a survey be done by professional men, seems to be the best criterion in terms of the guides.

Recommended Criteria

The following recommended criteria are derived from the philosophy of the public junior college, from opinions of previous studies, and from the guides developed in this study.

1. A public junior college should be established only after a survey by the State Department of Education. A favorable report and approval of the location by this department should be required.
2. A public junior college should be located in such

²⁵ John Dale Russell (Director), Higher Education in Maryland, p. 285.

a way that it will serve the largest number of prospective students within daily commuting distance.

Specifically, this would mean that the town in which the college is to be located would be the local social and economic center.

3. There should be enough high school students within the area to be served by a proposed junior college to insure an economical and efficient operation of the institution.
 - a. This should be interpreted in accordance with the school organization.
 - b. A working figure of a minimum of 600 pupils in the high schools (grades 10-12) of the area would be in agreement with the most recent recommendations.
4. It is essential that a state plan be formed in order to assure every youth in the state an opportunity to continue his education beyond the high school. All junior colleges should be established in accordance with this plan.
5. The needs of the community in adult education and the feasibility of the junior college acting as a coordinating agency for these activities should be

considered in planning junior colleges.

6. The unit of administration for the junior college should be large enough to permit economical and efficient operation of the institution.

CHAPTER V

CONSIDERATIONS IN A PLAN FOR PUBLIC JUNIOR COLLEGES IN FLORIDA

Recently in several states much educational planning has been accomplished on a state-wide level. Detailed surveys of the population, the facilities, and the needs have been made in a number of states both relative to the entire education system and to higher education in particular. Junior colleges have been included in surveys of both types.¹

There are certain considerations which must be taken into account before a junior college plan may be prepared for the State of Florida. These considerations include (1) the need for public junior colleges as expressed through characteristics of the population, (2) the present legal basis for public junior colleges, (3) the present facilities available for post-high school education, and (4) the problems relative to organization of public junior colleges. It is the purpose of this chapter to study these considerations in order that a plan for Florida may be evolved.

¹See California, Committee on the Conduct of the Study, A Report of a Survey of the Needs of California in Higher Education; John E. Brewton (Director), Public Education in Idaho; John Dale Russell (Director), Higher Education in Maryland; Florida Citizens Committee, Education and the Future of Florida; to name only a few.

Need for Junior Colleges

It has been pointed out in Chapter II that the changing character of the population and the advance of technology make schooling beyond the twelfth grade necessary. The facts used to support this assumption are as true of Florida as they are of the United States as a whole. Such factors as an advancing median age, an increasing urban concentration, and a changing labor force are also influential in changing the character of the population of Florida. There are also other population characteristics to be considered in planning a public junior college program for Florida. The increasing population, the ratio of youth to the older population, the ratio of Negro to the white population, the percentage of youth attending school, and the median number of years of school attended by persons twenty-five years of age or older, these are equally important in considering plans for education beyond the twelfth grade.

Median Age

The median age of the population of Florida is very near that of the United States as a whole but is higher than the median age of the population of the rest of the South. Table XIII indicates these medians for 1940.

TABLE XIII

MEDIAN AGES FOR REGIONS OF THE UNITED STATES
AND FOR FLORIDA, 1940*

Area	Median Age
United States	29.0
The North	30.7
The South	25.5
The West	31.0
Florida	28.9

*Source: 16th U. S. Census, 1940.

Urban Concentration

Table V indicated that the population of the United States has been gradually concentrating in urban areas until in 1940 56.5 per cent of the total population of the United States was classified by the Census Bureau as urban. This trend has also been evidenced in Florida. In 1940 the Census Bureau classified 55.1 per cent of the population of Florida as urban. The 1945 State Census reported 64.0 per cent as urban (see note under Table XIV). Diettrich predicts several new metropolitan areas in the near future in Florida.² Table XIV demonstrates these trends for Florida

²Sigismond DeR. Diettrich, "Florida's Metropolitan Growth," Economic Leaflets, VII, 12 (November, 1948).

and for the United States. Table XV shows that these ratios are not the same for all the counties of the state. Actually the range of urban concentration among the counties varied from 0.0 per cent to 87.4 per cent in 1945 and from 0.0 per cent to 91.8 per cent in 1940 when only those towns of 2,500 or more were counted as urban.

TABLE XIV

RATIO OF URBAN POPULATION TO TOTAL POPULATION IN
FLORIDA AND IN THE UNITED STATES 1830-1940*

Year	Per Cent Urban	
	Florida	United States
1830	---	8.8
1840	---	10.8
1850	---	15.3
1860	4.1	19.8
1870	8.1	25.7
1880	10.0	28.2
1890	19.8	35.1
1900	20.3	39.7
1910	29.1	45.7
1920	36.5	51.2
1930	51.7	56.2
1940	55.1	56.5
1945**	64.0	---

*Source: 16th U. S. Census, 1940.

**Seventh Census of the State of Florida 1945. Note: this figure includes all incorporated towns while the U. S. Census classifies these places as urban only if 2,500 or more persons live there.

TABLE XV

DISTRIBUTION OF THE COUNTIES OF FLORIDA ACCORDING TO
PER CENT URBAN OF TOTAL POPULATION*

Per Cent	Number of Counties	
	1945 (1)	1940 (2)
90.0 - 99.9	—	1
80.0 - 89.9	3	4
70.0 - 79.9	7	1
60.0 - 69.9	10	9
50.0 - 59.9	8	7
40.0 - 49.9	15	1
30.0 - 39.9	7	8
20.0 - 29.9	11	5
10.0 - 19.9	4	3
0.0 - 9.9	2	28

*Source: (1) Seventh Census of State of Florida 1945.

(2) 16th U. S. Census, 1940.

Labor Force

The labor force of Florida has been decreasing in ratio to the total population. In the past twenty years the per cent gainfully occupied of youth 14 to 17 years of age has decreased perceptibly. In 1940 only 24.4 per cent of the male youth 14 to

17 years of age were in the labor force and only 9.5 per cent of the female youth of the same age were working (see Table XVI).

TABLE XVI

PER CENT OF POPULATION GAINFULLY OCCUPIED OR IN
THE LABOR FORCE IN FLORIDA, 1900-1940*

Year	Per Cent in Labor Force	Per Cent 14-17 Year Olds Working	
		Male	Female
1900	57.5	—	—
1910	61.7	—	—
1920	57.2	41.0	15.6
1930	56.1	32.7	12.7
1940	54.0	24.4	9.5

*Source: 16th U. S. Census, 1940.

The labor force of Florida is also very similar in character to the labor force of the United States as a whole. It has been pointed out earlier that the number of persons working in certain occupations has changed over the years with the occupations that require longer training for competence increasing more rapidly in number and in per cent of the total than those which require only a small amount of training. Table XVII compares the occupations of employed workers in Florida with those of other sections of the country.

TABLE XVII

PER CENT DISTRIBUTION BY MAJOR OCCUPATION GROUPS FOR
EMPLOYED WORKERS 14 YEARS OLD AND OLDER, 1940*

Occupation Group	Per Cent				
	U. S.	North	South	West	Florida
Professional Workers	4.4	4.8	3.4	5.3	3.9
Semi-professional	1.1	1.2	0.7	1.4	1.1
Farmers and farm managers	14.7	10.7	23.7	10.4	8.2
Proprietors, managers and officials	9.8	10.4	7.9	11.8	11.2
Clerical, sales, etc.	12.8	14.5	9.3	13.8	12.3
Craftsmen, foremen, etc.	14.5	16.5	10.6	15.4	12.6
Operatives, etc.	18.2	20.5	14.7	16.0	13.2
Domestic service	0.4	0.3	0.7	0.3	1.4
Service (except domestic)	6.5	6.8	5.4	7.9	8.2
Farm laborers (including unpaid family workers)	8.2	5.1	13.7	8.2	11.6
Laborers (except farm)	8.7	8.4	9.4	8.7	15.0
Not reported	0.7	0.8	0.6	0.7	0.8

*Source: 16th U. S. Census, 1940.

Florida varies in some instances from the rest of the United States. Those occupations which require less education for entry tend to have a larger distribution of workers than those occupations which require more formal education. If Florida follows the national trends, the future demands of employers will be heavier in the occupational areas requiring more education for entry.

Increasing Population

Florida has been a continuously growing state, increasing in population more rapidly than the United States as a whole. Table XVIII shows this.

TABLE XVIII
POPULATION OF FLORIDA, 1900-1945

Census Year	Florida ⁽¹⁾			United States ⁽²⁾
	Population	Per Cent of Increase Over Previous Census	Per Cent White	Per Cent of Increase Over Previous Census
1900	528,542	13.7	56.2	20.7
1905	614,902	16.3	56.8	—
1910	752,619	22.4	59.0	21.0
1915	921,618	22.5	60.4	—
1920	968,470	.5	63.8	14.9
1925	1,263,549	30.4	68.0	—
1930	1,468,211	39.5	70.5	16.1
1935	1,606,842	9.4	70.9	—
1940	1,897,414	18.1	72.8	7.2
1945	2,250,061	18.6	75.3	—

Source: ⁽¹⁾Seventh Census of the State of Florida 1945.

⁽²⁾16th U. S. Census, 1940.

Two trends are demonstrated by the above figures. The first of these is that the population of Florida is increasing at a faster rate than the United States as a whole. The second is that the percentage of white population in Florida is also increasing faster than the Negro population.

Each county of Florida, however, has not experienced in recent years the same percentage of increased growth. Some have increased far more rapidly than others. The variation in population among these counties is also great (see Table XIX).

TABLE XIX
DISTRIBUTION OF FLORIDA COUNTIES BY POPULATION, 1945*

Population in Thousands	Number of Counties	Average Per Cent Increase 1945 over 1940	Average Per Cent Youth 16-20 Years of Age 1940
200 up	3	21.1	7.63
190-200	-	—	—
180-190	-	—	—
170-180	-	—	—
160-170	-	—	—
150-160	-	—	—
140-150	-	—	—
130-140	1	41.8	5.98
120-130	-	—	—
110-120	2	35.0	8.57
100-110	1	40.9	8.01
90-100	-	—	—
80- 90	1	23.8	7.82
70- 80	-	—	—
60- 70	-	—	—
50- 60	2	36.3	7.80
40- 50	1	108.7	8.95
30- 40	5	4.3	9.26
20- 30	5	11.6	8.79
10- 20	22	10.7	9.16
0- 10	24	- 6.3	8.83

*Source: Seventh Census of the State of Florida 1945.

The per cent of increase of the 1945 census over the 1940 census is also very uneven among the counties. Table XIX indicates that those counties with fewer people tended to lose population.

Ratio of Youth

The ratio of youth below twenty years of age to the total population in Florida is very near the ratio for the United States. This ratio is 34 per cent for Florida and 34.4 for the United States. Table XIX indicates that those counties with the least population tend to have a higher ratio of youth 16 to 20 years of age.

In planning a junior college program, those youth between fifteen and nineteen years of age are of considerable importance. Florida has a smaller per cent of youth in relation to the total population than either the South or the whole United States. In fact, the ratio for Florida approaches more nearly the figures for the North and the West than it does the figure for the South as is shown in Table XX.

TABLE XX

RATIO OF YOUTH 15-19 YEARS OF AGE TO TOTAL
POPULATION IN REGIONS OF THE UNITED STATES
AND IN FLORIDA, 1940*

Area	Per Cent
United States	9.4
The North	9.0
The South	10.3
The West	8.5
Florida	8.9

*Source: 16th U. S. Census 1940.

The varying percentages of youth sixteen to twenty years of age relative to the total population among the various counties of Florida is of significance also. While the majority of the counties have from 8 to 10 per cent youth ratios, the range is from 5.98 per cent to 10.81 per cent (see Table XXI).

Of significance also is the prediction for the future ratio in Florida. The Florida Times-Union reports that recent figures for 1948 indicate that the group under twenty-one years of age has increased more rapidly than any other age group in Florida.

By groups, the segment under 21 increased 28 per cent; the middle group 21 to 64 20 per

cent, and the 65 and over group, 36 per cent, from 1940 to 1948. . . .³

Negro Population

Since Florida maintains a dual system of education, it is advisable to note that the per cent Negro population is not increasing as rapidly as the white population has been pointed out above (see Table XVIII). The per cent of Negro population varies widely among the counties and, although the state as a whole has 24.7 per cent Negro population, the range in the counties is from 4.4 per cent to 64.2 per cent. (see Table XXII).

TABLE XXI

DISTRIBUTION OF FLORIDA COUNTIES ACCORDING TO RATIO OF YOUTH
16-20 YEARS OF AGE TO TOTAL POPULATION, 1945*

Per Cent	Number of Counties
10.00-10.99	7
9.00- 9.99	26
8.00- 8.99	20
7.00- 7.99	11
6.00- 6.99	2
5.00- 5.99	1
4.00- 4.99	—
3.00- 3.99	—
2.00- 2.99	—
1.00- 1.99	—
0.00- 0.99	—
Total	67
Range	5.98 to 10.81

*Source: Seventh Census of the State of Florida 1945.

³"State Youth Gain," Florida Times-Union, March 26, 1950, p. 14.

TABLE XXII

DISTRIBUTION OF FLORIDA COUNTIES ACCORDING TO
PER CENT NEGRO OF TOTAL POPULATION, 1945*

Per Cent	Number of Counties
90.0-99.9	—
80.0-89.9	—
70.0-79.9	—
60.0-69.9	1
50.0-59.9	2
40.0-49.9	6
30.0-39.9	13
20.0-29.9	25
10.0-19.9	16
0.0- 9.9	4
Total	67
Range	4.4 to 64.2

*Source: Seventh Census of the State of Florida 1945.

Youth Attending School

In the United States 68.7 per cent of the youth sixteen to seventeen years of age are attending school, according to the 1940 census; of those youth eighteen to twenty years of age, 23.6 per cent are attending school. In Florida at this time 62.1 per cent of youth sixteen to seventeen years of age were attending school while 22.0 per cent of those eighteen to twenty years of age were attending school. Both of these averages were below the national average.

Another measure of educational levels often used is the median number of years which persons twenty-five years of age or over have attended school. This number is 8.4 years in school for the United States and 8.3 years in school for Florida. This Florida median, while above the median in the South, is below the median for the other regions of the United States. (see Table XXIII).

TABLE XXIII

MEDIAN NUMBER OF YEARS OF SCHOOL ATTENDANCE IN REGIONS
OF THE UNITED STATES AND IN FLORIDA FOR PERSONS
25 YEARS OF AGE AND OLDER, 1940*

Area	Median Number of Years in School
United States	8.4
The North	8.5
The South	7.8
The West	9.4
Florida	8.3

*Source: 16th U. S. Census, 1940.

The range of school attendance in the counties of Florida varies for sixteen to seventeen year olds from 27.0 per cent to 73.9 per cent and for eighteen to twenty year olds from 7.5 per cent to 32.8 per cent (see Table XXIV). The median years of school attendance for persons twenty-five years of age or older

varies from 4.8 years in school to 9.3 years in school for males and from 5.5 years in school to 10.5 years in school for females (see Table XIV).

TABLE XXIV

DISTRIBUTION OF FLORIDA COUNTIES ACCORDING TO PER CENT
OF YOUTH 16-17 AND 18-20 YEARS OF AGE
ATTENDING SCHOOL, 1940*

Per Cent	Number of Counties	
	16-17	18-20
90.0-99.9	--	--
80.0-89.9	--	--
70.0-79.9	2	--
60.0-69.9	22	--
50.0-59.9	31	--
40.0-49.9	10	--
30.0-39.9	1	1
20.0-29.9	1	39
10.0-19.9	--	26
0.0- 9.9	--	1
Total	67	67
Range	27.0 to 73.9	7.5 to 32.8
Florida	62.1	22.0
United States	68.7	23.6

*Source: 16th U. S. Census, 1940.

TABLE XXV

DISTRIBUTION OF FLORIDA COUNTIES ACCORDING TO THE
MEDIAN NUMBER OF YEARS OF SCHOOL ATTENDED BY
PERSONS 25 YEARS OF AGE OR OLDER, 1940*

Median Years of School Attended	Number of Counties	
	Male	Female
10.0-10.9	—	2
9.0- 9.9	2	6
8.0- 8.9	18	25
7.0- 7.9	22	21
6.0- 6.9	20	11
5.0- 5.9	4	2
4.0- 4.9	1	—
3.0- 3.9	—	—
2.0- 2.9	—	—
1.0- 1.9	—	—
0.0- 0.9	—	—
Total	67	67
Range	4.8 to 9.3	5.5 to 10.5

*Source: 16th U. S. Census, 1940.

Resident Enrollment in Higher Education

The Biennial Survey of Education 1945-46 of the U. S. Office
of Education indicates the number of students in resident enrollment

within the various states of the United States. Florida is forty-fifth among the states in number of students in resident enrollment per thousand population (see Table XXVI). Although the increase in resident enrollment in Florida since 1940 is greater than in some other states, Florida is still not providing enough educational facilities of a post-high school nature for her youth.

TABLE XXVI

RESIDENT COLLEGE ENROLLMENT IN INSTITUTIONS OF HIGHER EDUCATION,
INCLUDING JUNIOR COLLEGES, BY STATES, 1940*

	Total Population 1940	Resident Enrollment 1939-40	Number of Students Per 1,000 Population	Per Cent 1945-46 Enrollment as of 1939-40
D. C.	663,091	22,319	33.65	116.2
Utah	550,310	13,043	23.70	116.2
Calif.	6,907,387	120,290	17.41	106.0
Colo.	1,123,296	17,376	15.47	114.3
Kansas	1,801,028	27,244	15.13	86.7
Wash.	1,736,191	26,226	15.11	106.7
Ore.	1,089,684	16,141	14.81	107.7
N. Y.	13,479,142	195,596	14.51	110.7
Okla.	2,336,434	32,908	14.08	86.3
Ill.	7,897,241	107,074	13.55	103.9
Mass.	4,316,721	57,772	13.38	96.8
N. D.	641,935	8,332	12.98	64.8
Neb.	1,315,834	16,579	12.60	106.6
Idaho	524,873	6,615	12.60	82.6
Minn.	2,792,300	34,647	12.41	114.1
Ohio	6,907,612	84,367	12.21	119.1
N. H.	491,524	5,897	11.99	99.6
Ariz.	499,261	5,969	11.96	97.6
Mont.	559,456	6,685	11.95	77.8
Iowa	2,538,268	29,753	11.72	100.7

TABLE XXVI (Continued)

RESIDENT COLLEGE ENROLLMENT IN INSTITUTIONS OF HIGHER EDUCATION,
INCLUDING JUNIOR COLLEGES, BY STATES, 1940*

	Total Population 1940	Resident Enrollment 1939-40	Number of Students Per 1,000 Population	Per Cent 1945-46 Enrollment as of 1939-40
Texas	6,411,824	74,552	11.62	115.5
Mich.	5,256,106	60,691	11.55	123.0
Nev.	110,247	1,267	11.49	99.5
Vt.	359,231	3,975	11.07	93.4
La.	2,363,880	25,996	11.00	108.7
Ind.	3,427,796	37,065	10.81	110.9
Mo.	3,784,664	40,393	10.67	98.1
Wis.	3,137,587	33,135	10.56	98.7
S. D.	642,961	6,583	10.24	84.6
Md.	1,821,244	18,557	10.19	92.2
Va.	2,677,773	26,156	9.77	103.7
N. Mex.	531,818	4,950	9.31	107.7
Wyo.	250,742	2,264	9.03	104.0
N. C.	3,571,623	32,118	8.99	112.2
Tenn.	2,915,841	25,253	8.66	114.6
Pa.	9,900,180	83,401	8.42	102.9
S. C.	1,899,804	15,914	8.38	106.7
Ky.	2,845,627	22,414	7.88	98.2
W. Va.	1,901,974	14,444	7.59	102.1
Conn.	1,709,242	12,860	7.52	130.0
Ga.	3,123,723	23,229	7.44	120.0
Maine	847,226	6,092	7.19	81.1
R. I.	713,346	5,081	7.12	120.6
Ala.	2,832,961	19,987	7.06	102.5
Miss.	2,183,796	14,019	6.42	90.8
Fla.	1,897,414	11,473	6.05	129.5
Ark.	1,949,387	10,928	5.61	94.1
N. J.	4,160,165	20,515	4.93	110.8
Del.	266,505	1,118	4.20	104.5
U. S.	131,669,275	1,494,203	11.3	

*Source: 16th U. S. Census, 1940.
Biennial Survey of Education 1944-46.

Many Florida youth continue their education in institutions of higher education outside the state. The report of the Florida Citizens Committee in 1946 emphasized this in an analysis of the number of high school graduates attending college. One-third of the students going to college attended in other states (see Table XXVII).

TABLE XXVII

PERCENTAGE OF WHITE HIGH SCHOOL GRADUATES ATTENDING COLLEGE
IN FLORIDA AND IN OTHER STATES IN 1939-40*
(Based on reports from 131 out of 209 senior high schools)

Classification of Students	Number of Graduates	Per Cent Attending College		
		Florida	Other States	Total
Upper 25%	2,013	37.6	16.3	53.9
Middle 50%	4,027	20.2	9.6	29.8
Lower 25%	2,013	14.8	4.9	19.7
Total	8,053	23.2	10.1	33.3

*Source: Florida Citizens Committee, Education and the Future of Florida, Table 6, p. 84.

Summary

The state of Florida is little different from the United States in respect to the changing character of the population and in respect to the influences of technology upon the population. The median age of the state in 1940 was 28.9 years as compared with

29.0 years for the United States as a whole. The trend toward urban concentration has resulted in many of the rural counties losing population in spite of the growth of the state as a whole. The labor force of Florida is similar to that of the United States as a whole, excepting that a larger number of persons are working in the service occupations and the farm laborer occupations than averages indicate for the United States.

The increase in population in Florida is at a faster rate than the United States as a whole. This rate varies widely among the counties of the state. The Negro population is not increasing as fast as the white population; the ratio of Negro to white has been steadily decreasing.

The ratio of youth below twenty years of age to the total population is very near the national ratio; however, this ratio varies widely among the counties. The per cent of youth attending school in Florida is slightly lower than the per cent of youth attending school for the United States; however, the median number of years of school attended by persons twenty-five years of age or older is very little different in Florida from the United States median.

The number of students in resident enrollment in higher education in Florida is low, indicating that many who attend post-high school institutions are enrolled outside the state.

These factors indicate that the need for junior colleges in Florida is certainly no less than the need for continued education

in other areas of the United States. The need for post-high school education is even more pressing in Florida than in many states as is indicated by the resident college enrollment in Florida as compared with that of other states.

The need for other types of post-high school education has not been statistically surveyed but the Office of Education places Florida twenty-first among the states in percentage of population involved in adult education activities in the public schools.⁴

Legal Basis

The 1947 legislature of Florida aided the development of public junior colleges in Florida by making the junior college program a part of the Minimum Foundation Program of the state. The choice of operating a junior college is left, however, to the decision of the local board when the county or group of counties fulfill the criterion established in the law.

Where a Junior College May Be Organized

According to the laws of Florida, a public junior college may be organized only in those counties having a population of fifty thousand or more persons according to the most recent United States or state census. An additional provision allows groups of two or more contiguous counties to combine for the purpose of establishing

⁴ Homer Kempfer, Adult Education Activities of the Public Schools (U. S. Office of Education Pamphlet No. 107, 1949).

a junior college when their total populations equal fifty thousand.⁵ This law also provides that not more than one junior college for white students and one for Negro students may be established in any county, and it further provides that no junior college may be established in a county where is located a state institution of higher learning providing educational courses and facilities through and above the fourteenth grade for students of that race.⁶

Procedure for Organizing a Public Junior College in Florida

The laws of Florida state that a junior college shall be organized as a part of the public school system of the state. The county board (or boards when more than one county) may pass a resolution agreeing to organize, establish, or operate a junior college.⁷ This resolution must show that the junior college will offer work in the thirteenth and fourteenth grades including not only classical and scientific courses but also terminal courses of a vocational and technical nature. A junior college already in operation may be taken over by the county board if such an agreement is made. Plans for the organization and the financial support must be approved by the State Board of Education.⁸ If such plans are approved and the

⁵Laws of Florida. General Laws. Vol. I. 1947. Chapter 23726, No. 112. Section 242.41.

⁶Ibid.

⁷Ibid.

⁸Ibid., Section 242.43.

required extra financial effort is made, the junior college may be established.

Financing

The public junior colleges of Florida participate in the program of finance applied to the public schools of the state. This program is known as the Minimum Foundation Program and provides that those counties supporting a public junior college must make a 5 per cent effort additional to the required effort for grades one to twelve. This amounts to 0.3 mills. The units assigned to a county for junior college purposes are assigned on the same basis as the elementary and secondary schools of the county, and the state monies are allotted upon this basis.⁹

Fees may not be charged to students attending a public junior college unless authorized by the State Board of Education.¹⁰

Control

The laws of Florida place the junior college under the control of the county board of public instruction. In instances where more than one county supports a public junior college, the legal control remains in the county in which the junior college is located.

The law also provides for an advisory committee which meets quarterly to submit recommendations to the county board in such

⁹ Ibid., Sections 236.04, 242.43.

¹⁰ Ibid., Section 228.16, paragraph (4).

matters as "personnel, curricula, finance, and policies in general it deems to be for the best interest of the school."¹¹ This committee consists of five members when one county supports the junior college and nine members when more than one county supports the junior college. In the latter instance, the only method the outside counties have of influencing the policies of the junior college is through this advisory committee.

State Board Regulations

The laws are implemented by regulations of the State Board of Education. The most recent regulations relating to junior colleges were approved by the State Board on March 21, 1950. These regulations set forth methods of appointing the advisory committee, require that plans be submitted for approval before establishing a junior college, provide that fees may be charged at a rate not to exceed the matriculation fees charged by the state universities, and set as the minimum standards for junior colleges those standards adopted by the Southern Association of Colleges and Secondary Schools.¹²

Present Facilities Available

Public Junior Colleges

There are at the present writing five public junior colleges

¹¹ Ibid., Section 242.42.

¹² See Appendix I for full regulations.

in Florida. These are Palm Beach Junior College, West Palm Beach; St. Petersburg Junior College, St. Petersburg; Chipola Junior College, Marianna; Pensacola Junior College, Pensacola; and Washington Junior College (Negro), Pensacola.

During the current year these institutions have 1,398 students enrolled. They are partially supported by the following counties: Palm Beach, Pinellas, Jackson, Washington, Calhoun, Escambia, and Santa Rosa. All except Washington Junior College participate in the Minimum Foundation Program receiving state funds through this program. Washington Junior College hopes to be approved as a part of this program next year.

The curriculums of these institutions include both preparatory and terminal courses; however, a large percentage of the student bodies are enrolled in the preparatory courses.

Chapter VI will analyze these institutions more thoroughly.

Private Junior Colleges

There are five private junior colleges in Florida. These are Jacksonville Junior College, Jacksonville; Edward Waters College (Negro), Jacksonville; Orlando Junior College, Orlando; Casements Junior College, Ormond Beach; and Webber College, Babson Park. These institutions enroll 1,195 students according to figures reported in the Junior College Directory 1950.

Public Universities

The three public universities supported by the state of Florida are University of Florida, Gainesville; Florida State Uni-

versity, Tallahassee; and Florida Agricultural and Mechanical College (Negro), Tallahassee.

These institutions enroll 14,387 students according to reports in the 1948-49 Education Directory of the U. S. Office of Education.

Private Universities

Private colleges and universities are located in various sections of the state. These are: University of Miami, Miami; Barry College, Miami; University of Tampa, Tampa; John B. Stetson University, Deland; Florida Southern College, Lakeland; Rollins College, Winter Park; Bethune-Cookman College (Negro), Daytona Beach; and Florida Normal and Industrial College (Negro), St. Augustine.

The 1948-49 Education Directory reports 12,984 students enrolled in these institutions.

Vocational-Technical Schools

The 1947-48 enrollment in vocational courses in Florida is reported by the State Superintendent of Public Instruction in four sections: Vocational Agriculture, 8,686; Vocational Home Economics, 17,299; Trade and Industrial Education, 16,060; and Distributive Training, 2,624. These make a total of 44,669 persons enrolled in vocational courses in Florida in 1947-48. Of course, many of these are in high school taking such courses as a part of their high school program; however, 19,666 persons are reported as part-time or evening students. Facilities for this type of education

are not available in all counties (see Table XXVIII).

TABLE XXVIII

NUMBERS OF FLORIDA COUNTIES HAVING FACILITIES
IN VOCATIONAL COURSES, 1947-48*

Courses	Number of Counties
Agriculture	54
Home Economics	65
Trade and Industry	25
Distributive	18

*Source: Florida, Department of Education, Biennial Report Superintendent of Public Instruction, 1948.

Problems Relative to Organization of Public Junior Colleges

There are certain problems relative to the organization of public junior colleges which must be discussed along with the other considerations. Only those problems, however, which are directly concerned with the administrative phases of public junior colleges will be discussed here. While problems of curriculum, student personnel, and standards are no doubt equally important, this study is limited to those problems immediately concerned with the organization, administration, and financing.

These problems have perhaps been suggested by the criteria for establishment discussed in Chapter IV. For purposes of dis-

cussion they will be limited as follows: type of districts for junior colleges; method of financing junior colleges; place of junior colleges in the public school system; control and advisory boards of junior colleges; and the responsibility of the State Department of Education toward junior colleges.

Districts

Consistent with the local control assumption discussed in Chapter II, junior colleges have in many instances been organized as an integral part of the school system. In Florida this type of organization would be relatively simple to accomplish if all counties had sufficient population to support a junior college. Table XIX indicated that twenty-four of the counties in Florida had less than ten thousand people. Most of these same counties are losing population each year.

The present law specifies that junior colleges may be established only in counties having a population not less than fifty thousand. Again referring to Table XIX it is seen that only ten counties in Florida have sufficient population according to the 1945 state census to meet this criterion.

If the creating of a separate junior college district is to be avoided, some other arrangement must be made to insure that junior college education be made available to all. Brewton and the survey committee for Idaho had this to say concerning proposals for separate junior college districts:

Although the junior college is considered as an

extension of the secondary school, the fact that it is governed by a separate board and is a separate district often prevents the most effective articulation with the secondary schools. Wherever more than one school district is included in the junior college district, an overlapping tax district results, and excessive tax burdens may be imposed on the property situated therein.¹³

The provision in Florida law for two or more contiguous counties to combine for purposes of supporting a public junior college creates a new type of district. This district, while supporting grades one through twelve in separate subdivisions, supports the junior college in the same manner as a special junior college district would with one important exception. This exception is the provision that legal control of the junior college rests with the county board having control over the county in which the junior college is located.

This type of district is similar to the intermediate district described by Butterworth for New York State. In discussion¹⁴ of this district, Butterworth and others give the following definition for an intermediate district.

The proposed new intermediate district can best be defined as a union or federation of a suitable number of local school districts, formed so that they may provide cooperatively many kinds of services that they can not provide effectively and economically as individual units. It brings together into one administrative organization

¹³ John E. Brewton (Director), Public Education in Idaho,
p. 54.

enough pupils to justify the provision of a broad, diversified program. It becomes the agent or instrument through which local schools can serve the special needs of pupils which under the present system have been neglected. The participating local districts, however, do not lose their identity. Each district continues to exist with its local board of education in control of its local program. The principle of local initiative is maintained, each local district being free to determine educational policy within its own system, and free to offer an enriched program if it wishes and can afford it. Each local district, also, would participate in the direction of the intermediate district program. Thus, it is believed that the intermediate district preserves the best features of the system of local control of education that has grown up in New York State and, at the same time, makes it possible to secure the advantages that are to be gained through the formation of large administrative units.¹⁴

Butterworth also gives the following reasons for establishment of this type of district.

If rural youth are to be provided the educational services they need, a new administrative organization must be set up, that;

1. Is large enough in the number of pupils to make it possible to provide a broad educational program at reasonable unit cost.
2. Has an administrative structure and financial resources that will enable it to perform effectively any duties that are assigned to it.
3. Is flexible in its structure so that it can be adapted to the varying conditions existing in the State or to conditions that may develop in the foreseeable future.

¹⁴ Julian E. Butterworth, Edmund H. Crane and Staff, A New Intermediate School District for New York State (University of the State of New York Bulletin No. 1336), pp. 32f.

4. Insures the continued existence of the central rural and union free schools as the basic units for education in the State but makes it possible for them to combine their resources to do cooperatively what they can not do singly.¹⁵

Perhaps the most striking difference between the type of multiple-county district used in Florida and the intermediate district described by Butterworth is the control. Where the multiple-county district gives control to a single county board, the intermediate district permits multiple control through the district council. This council is made up of all trustees and school board members of the constituent districts and retains a supervisory control over the intermediate district board.¹⁶

Butterworth and the staff have considered the intermediate district as a possible agency for post-high school education, even considering a multiple-intermediate district for these purposes.

. . . One method of extending opportunities of this type /collegiate/ is through the addition of one or two years of post-secondary or junior college work.

The intermediate district is an agency through which opportunities of this type may be made available to young people living in the rural areas. Some of the proposed districts have a sufficient enrolment in the secondary school that an extension of the program would be feasible. In other cases, two or more intermediate districts might join with near-by villages or cities for the development of this type of program. The district

¹⁵Ibid., p. 32.

¹⁶National Commission on School District Reorganization, Your School District, p. 209.

could begin on a modest scale and add facilities as the needs justify. Some of the students should enter terminal programs, for example, in industrial or business education, that will prepare more adequately for occupational life; other students should be able to secure one or two years of work that would prepare them for admission to the existing colleges and universities of the State.¹⁷

The type of district organization used at the present time in Florida, that of multiple-county districts, will necessitate some research and recommendations as to its value and feasibility after it has been in operation for a time. Thus far no serious objection has been raised to this type of organization but only two public junior colleges are supported by this method.

It seems advisable, when such a district is contemplated, to keep in mind such factors as socio-economic relationships of the counties considering the combination and the extent of the area included, as well as the population to be served.

Finance

The problem of finance is one of the first problems to be studied when considering the establishment of a junior college. This problem has been studied by such men as Reeves, Zook, Mort, Brothers, and Kocs.¹⁸

¹⁷Julian E. Butterworth, Edmund H. Crane, and Staff, op. cit., p. 24.

¹⁸See American Association of Junior Colleges, Proceedings, Seventh Annual Meeting. Also Proceedings Tenth Annual Meeting. Paul R. Mort, "State Participation in the Support of Junior Colleges," Teachers College Record, XXX (May, 1929), 745-751.

The problem in Florida is posed, in part, by the fact that junior college education is included under the Minimum Foundation Program. The additional minimum local effort required of the county for support of the junior college is 5 per cent of the six mill minimum effort required for grades one through twelve, or 0.3 mills. The state funds are apportioned upon the same basis as for elementary and high school pupils. This apportionment assumes that post-high school education of this type is no more expensive than elementary and high school education.

Martin reports that the mean cost for current educational expenses per full-time student in junior colleges in the South was \$318.83 for the year 1947-48.¹⁹ Martin also indicated that costs in a junior college vary rather widely dependent upon size and type of organization of the junior college (see Table XXIX).

¹⁹ Albert B. Martin, "Cost of Administration, Instruction, and Maintenance of Public Junior Colleges in the United States," Unpublished Doctor's Dissertation, University of Texas, 1949, p. 220.

TABLE XXIX

COST OF TOTAL CURRENT EDUCATIONAL EXPENSES
PER FULL TIME JUNIOR COLLEGE STUDENT
IN PUBLIC JUNIOR COLLEGES*

Size	Two Year (Grades 13-14)		Four Year (Grades 11-14)	
	Mean	Median	Mean	Median
1,000 up	\$285.24	\$296.19	\$ —	\$ —
500-999	338.22	346.83	353.86	361.62
250-499	366.29	343.50	306.35	299.40
100-249	411.19	384.69	326.63	329.86
0- 99	—	—	287.72	277.48

*Source: Albert E. Martin, op. cit., pp. 185-200.

With these cost figures in mind, it becomes necessary to consider the sources from which funds may come.

In view of the assumptions discussed in Chapter II, state equalization seems necessary. The type of state aid given to grades one through twelve would be in agreement with the assumptions as a basis for aid to continued education in the junior college.

Problems which occur, however, emphasize that costs for this type of education are higher. For instance, in the same year, 1947-48, that Martin found the mean expenditure per full-time

student in the Southern Association junior colleges was \$318.83,²⁰ the eleven state departments of education in these same states reported their current expenses per pupil in average daily attendance in grades one through twelve; the mean of which was \$121.24.²¹ The specialized and diverse programs of junior college unavoidably cost more money than the programs of equivalent quality in grades one through twelve.

It seems obvious that a Foundation Program for junior colleges based upon average needs for all grades cannot alone supply enough money for a junior college program. Extra effort at the state and/or local levels will be necessary unless heavy tuition fees are charged to the students. The charging of tuition for junior college not only reduces the number of students who may attend the public junior college²² but also cannot be defended when considered in terms of democratic education.

Saylor reports that thirteen states with locally controlled public junior colleges allow state aid.²³ The amount of aid received

²⁰Ibid., p. 220.

²¹Francis L. Chase (Director) and Edgar L. Morphet (Associate Director), The Forty-Eight State School Systems, p. 178.

²²See Leonard V. Koos, "How to Democratize the Junior College Level," School Review, LII, 5 (May, 1944), 271-284.

²³Galen Saylor, Junior College Studies (University of Nebraska Publication, Contributions to Education Number XXVI), p. 72.

from the state depends upon the program of state aid used in the state. Some states (Maryland) grant a flat amount for each institution; others base the amount upon full-time students (Texas, Iowa); while still others guarantee minimum amounts per student in the junior college (California, Colorado).

A plan for public junior colleges must include a plan for financing these institutions.

Relationship to the Public School System

This study has assumed that public junior colleges are a logical and desirable extension of the public school system. This assumption has been defended in Chapter II. The problem occurs, then, to define the types of organizational structure which may be used in developing public junior colleges.

The two most common types of organization are the two-year junior college and the four-year junior college. The first of these consists of two years of school, labeled the thirteenth and fourteenth years, organized as a separate unit within the school system. The second type consists of these same two grades organized with the eleventh and twelfth grades to form a four-year unit of organization. These organizational patterns are often described as the 6-3-3-2 pattern and the 6-4-4 pattern. A third type which may be maintained separately is a modification of the 6-3-3-2 plan and is called an "association" by Koos.²⁴ This type of junior college

²⁴Leonard V. Koos, "Opinions of Administrators on Organizing the Junior College," School Review, LII, 4 (April, 1944), 215.

although organized as a separate unit uses many of the teachers of the high school in a part-time capacity and also uses many of the facilities of the high school such as laboratories, auditorium, cafeteria, etc.

Many articles have been written defending these types of organization and enumerating the advantages and disadvantages of each.²⁵ No general acceptance for the four-year plan has come about as yet. In twelve recent state and national surveys only three recommended the 6-4-4 plan, although most of these surveys recommended articulation with the lower years and several mentioned the 6-4-4 as the ultimate plan for the state.²⁶

There are reported in the Junior College Directory for 1950 only twenty-three public junior colleges organized as four-year institutions.²⁷ Hardesty reported 45.2 per cent of the forty-one administrators he contacted in his study on housing the junior college program in California preferred the 6-3-3-2 plan of organi-

²⁵See L. V. Koos, Integrating High School and College; John A. Sexson and John W. Harbeson, The New American College; W. C. Bells, The Junior College, pp. 649-749; and Theodore H. Wilson, "The Four-Year Junior College," Unpublished Doctor's Dissertation, Harvard University, 1935.

²⁶For an analysis of these plans see Hugh G. Price, "Planning for Public Junior College Development Through State and National Surveys," Junior College Journal, XX, 1 (September, 1949), 16-22.

²⁷"Junior College Directory, 1950," Junior College Journal, XI, 5 (January, 1950), 290-313.

sation.²⁸ Kees, on the other hand, reported that 59.2 per cent of the 103 administrators he interviewed preferred the 6-4-4 plan.²⁹

Martin in his study of costs in relation to organization recorded these conclusions:

8. It is less expensive to operate a two-year public junior college with a high enrollment than to operate a four-year public junior college with a high enrollment.
9. It is less expensive to operate a four-year public junior college with a low enrollment than it is a two-year public junior college with a low enrollment.
10. The expense of operating a two-year public junior college with less than 100 full-time students appears to be prohibitive since no public junior colleges with a full-time student enrollment of below 100 were found.
11. On the basis of median averages, the four-year public junior college is less expensive to operate than a two-year public junior college.³⁰

On the basis of this evidence it would seem practical to establish separate two-year institutions only in those instances where large enrollments in the junior college years are expected.

Other factors, however, should be considered in such recommendations as would require four-year junior colleges in all

²⁸Cecil D. Hardesty, Problems and Practices in Housing the Junior College Program in California (Southern California Education Monographs 1933-34 series, No. 3), p. 100.

²⁹Leonard V. Kees, "Opinions of Administrators on Organizing the Junior College," School Review, LII, 4 (April, 1944), 219.

³⁰Albert B. Martin, op. cit., pp. 233-234.

situations. The complete reorganization of grades seven through twelve would be necessary, since the establishment of a four-year junior college necessitates a four-year junior high school. The community may not be ready for such a reorganization.

The program of adult education must also be considered. Starrak expressed an opinion that the adult program could be better provided in a two-year junior college.³¹ No evidence has been recorded to support this opinion; however, most arguments for the 6-4-4 plan do not claim that such a plan has advantages for the adult program.

The density of the population and the number of such four-year junior colleges that would be needed in a county should also be considered. It seems possible that a two-year institution may be advisable and more economical in areas where two or more four-year institutions would be required for youth who would attend.

In view of these factors, it seems inadvisable to recommend the immediate adoption of the 6-4-4 plan. That the school system may eventually turn to this type of organization is neither agreed to nor denied by this study. That the 6-4-4 plan may have certain advantages over the 6-3-3-2 plan is also unchallenged by this study. That the preferable organization may be found by a survey by the State Department before establishing a junior college seems most acceptable for a future plan for Florida. It seems inadvisable to

³¹James A. Starrak and Raymond M. Hughes, The New Junior College, p. 49.

sidetrack the junior college program in Florida until a complete reorganization of the secondary school system is accomplished. A plan for public junior colleges in Florida cannot recommend the 6-4-4 plan for all situations. Supporting evidence that such a plan is best for all situations is not available. Therefore, the establishment of two-year institutions, in association with high schools where a small enrollment is expected and separate from the high school where larger enrollments are expected,³² seems the best solution as a practical recommendation for Florida.

If, in the future, a reorganization of the secondary school program seems advisable, the 6-4-4 plan may be considered at that time.

Method of Control

The method of control over a public junior college must be that of a local board if the local control assumption is valid. Of twelve recent studies of state planning for the junior college, ten recommended that the local board be responsible for the junior college.³³

Saylor reports that

In states in which a junior college may be established by an already existing common school

³²Koos defines "small," "medium," and "large" as respectively, 150 to 300, 300 to 500, and 500 and more. See John Dale Russell (Director), Higher Education in Maryland, p. 290.

³³Hugh G. Price, op. cit., pp. 18-19.

district, the board of education of that district usually becomes the governing board for the junior college. . . . In cases where a junior college is established by an independent junior college district, a separate junior college board is necessary.³⁴

The most pertinent problem in the method of control is the position of the junior college advisory committee. These committees can be of great service to the junior colleges since they are solely concerned with junior college problems.

Bucharest reported the value of an advisory committee and described it as follows:

. . . the main purpose of the advisory board was to coordinate and integrate the activities of the college with those of the community and advise the administration and board of trustees regarding college policies. Of course, the advisory board would carry out any plans of its own which were in accord with the aims of the college.³⁵

The value of advisory committees in relation to vocational education is described in the publications of the U. S. Office of Education. These committees are described as important in maintaining good working relationships with the community.³⁶

The plan for Florida should include provisions for local

³⁴Galen Saylor, op. cit., p. 43.

³⁵David Bucharest, "The Junior College Advisory Board," Junior College Journal, XIII, 3 (November, 1941), 151.

³⁶U. S. Committee to Study Post War Problems in Vocational Education, Vocational Education in the Years Ahead (Vocational Division Bulletin No. 234, General Series No. 7), pp. 90-91.

control and for use of advisory committees in each locality.

Responsibility of the State Department of Education

In accordance with the state responsibility assumption, the state is responsible for equalizing the opportunity for the youth of the state. This should include making facilities available for all, maintaining minimum standards, and preventing wasteful duplication.

Again referring to the twelve surveys, all except one stress the importance of state responsibility for the junior college program.³⁷ Strayer and staff in a recent survey of the state of Washington recommended that the state department of education furnish assistance to junior colleges in designing records and accounting procedures.³⁸ Johnson emphasizes the value of regional or statewide planning in projecting the junior college program.³⁹

This evidence points to the fact that the state department of education is practically the only agency in a position to provide leadership and coordination for the development of a statewide junior college program. The recommendations of this department, when approved by the state board of education, may assure all youth of equal opportunity for junior college education as well as pre-

³⁷Hugh G. Price, loc. cit.

³⁸George D. Strayer (Director), Public Education in Washington, p. 320.

³⁹B. Lamar Johnson, "College Programs of Less than Four Years—the Community College," Current Trends in Higher Education 1949, pp. 107-113.

vent the establishment of institutions in ill-advised locations.

The plan for Florida should recognize the responsibilities of the State Department of Education in the development of junior colleges.

Summary

When a plan for junior college development within a state is made, certain considerations must be taken into account. These considerations include (1) the need for public junior colleges, (2) the present legal basis for public junior colleges, (3) the present facilities available for post-high school education, and (4) the problems relative to organization of public junior colleges.

The need for junior college education in Florida is no less than the need in the United States as a whole. Those changing population characteristics which make continued education desirable are present in Florida in much the same way as the United States. The fact that Florida's population is increasing more rapidly than the United States as a whole makes the problem more acute in Florida. The present college resident enrollment in Florida is low when compared on a basis of students per thousand population with other states in the Union. These figures indicate that Florida needs better facilities for post-high school education.

The laws of Florida permit the establishment of junior colleges as a part of the public school system in those counties having

a population of fifty thousand or more. The law also permits two or more contiguous counties jointly to establish a junior college. These junior colleges may only be established in locations approved by the State Board of Education and may be financed as a part of the Minimum Foundation Program if the local county makes a 5 per cent additional effort over and above the equalized six mill levy. An advisory committee is appointed for each junior college to aid in developing policies for the operation of the junior college. State Board of Education regulations implement this law and provide that the standards set by the Southern Association of Colleges and Secondary Schools be the minimum standards for junior colleges in Florida.

The present facilities available in Florida include five public junior colleges, five private junior colleges, three public universities, eight private universities, and vocational-technical courses of "less than college grade" in almost every county. While these facilities offer opportunities in many parts of the state, a large percentage of the youth do not attend post-high school institutions either because of expense, distance, or course offerings.

Future considerations for a plan of junior college development in Florida must include certain problems relative to the development of junior colleges. These problems relate to district organization, finance, place of the junior college in the school

system, control, and the responsibility of the State Department of Education.

CHAPTER VI

PRESENT PUBLIC JUNIOR COLLEGE FACILITIES IN FLORIDA

In order to determine how far the program of public junior colleges has progressed in Florida a survey of the present status was made. The procedure used in this survey was, first, to prepare a checklist or schedule of questions.¹ After this schedule was checked by members of the University of Florida staff, trips were made to each junior college in the state. During a two to three day stay at each college information was obtained for the questions on the schedule. In order to obtain this information, interviews were held with at least one member of the county board of public instruction, at least one member of the advisory committee, the county superintendent of public instruction, and several members of the college administrative and teaching staffs. When this information had been obtained, a tentative report for each institution was prepared. This tentative report was sent to the dean or president of the institution for further checking, and then was included in this study.

The five public junior colleges operating in Florida at the present time may offer guides for future plans. It is for that purpose that this chapter is included in the study.

¹See Appendix II.

Palm Beach Junior College

Palm Beach Junior College, Florida's first public junior college, was established in 1933. It has been maintained by Palm Beach County since that date. In 1947 after the passage of the Minimum Foundation Program had made it possible for junior colleges to participate in the state program for education, Palm Beach Junior College became part of this program.

The purposes of the college are:

1. To offer two years of acceptable college work.
2. To provide opportunity for individual attention to students through small classes.
3. To provide educational opportunities for many students who could not afford to attend college elsewhere.
4. To provide opportunity for young people to develop leadership and to experience the social benefits of college without severing home connections.
5. To train students to take their places in higher institutions of learning and in the business and social world.
6. To provide terminal education along vocational lines to those students who wish to enter the business or vocational world upon completion of two years of college training.²

Population

The area served by this junior college includes 112,311

²Palm Beach Junior College, Announcements 1949-1950, p. 9.

people, according to the 1945 state census; 66,844 of these persons are white. This total represents a 40.3 per cent increase in population over the 1940 United States census. This section of Florida has experienced a continuous growth in population during the past fifty years.

The assessed valuation of non-exempt property in this area in 1947-48 was \$125,415,395. An increase of approximately ten million has been shown since that time, indicating that the wealth of the area is increasing also.

The percentage of persons sixteen to seventeen years of age who are attending school is 59.2 per cent while those attending school in the eighteen to twenty years of age classification equals 19.2 per cent. Both of these percentages are somewhat lower than the state averages (see Table XXIV). The large Negro population both in the coastal towns and in the "Glades" may account for this fact.

The median educational level for persons twenty-five years of age or older in 1940 was 8.1 years of school for males and 8.7 years of school for females. Both of these figures are very near the state medians.

School Population

During the school year 1947-48 the enrollment of the grades one through twelve was 16,562 children, of which 11,224 were white. In grades ten through twelve there were enrolled 2,588 children,

2,023 of them being white. An increase of one thousand to fifteen hundred in enrollment has occurred since that time. It is evident that a great percentage of the Negro population does not continue education, accounting in some measure for the low percentages of children sixteen to twenty years of age who are in school.

Students

During 1948-49, 235 freshmen, eighty-four sophomores, twenty-two special students, and twenty-six adults were enrolled in Palm Beach Junior College, making a total of 367 students. During 1949-50, 226 freshmen, 108 sophomores, and thirteen special students are enrolled, making a total of 347 students. The increased number of sophomores indicates a better holding power in the college itself.

Since Palm Beach Junior College maintains ^{no} dormitory and boarding facilities a larger percentage of pupils live within five miles of the campus than would otherwise be true. Actually, 14.8 per cent of the students have homes twenty-five miles or more from the college; however, 79.8 per cent of the students travel ten miles or less each day from their homes to the college. Table XXX indicates the distribution.

TABLE XXX

NUMBER OF MILES TRAVELED PER DAY BY STUDENTS TO
ATTEND PALM BEACH JUNIOR COLLEGE (one way)
AND NUMBER OF MILES FROM THE STUDENTS'
HOMES TO THE JUNIOR COLLEGE

Miles	Home		Travel Each Day	
	Number	Per Cent	Number	Per Cent
0- 5	121	36.5	182	54.8
5-10	88	26.5	83	25.0
10-15	64	19.3	58	17.5
15-20	7	2.1	6	1.8
20-25	3	0.8	2	0.6
25 up	49	14.8	1	0.3

Approximately 46 per cent of the 1949 graduates of Palm Beach Junior College transferred to institutions of higher learning after graduation. However, from the freshman class of 1948-49 approximately 38 per cent are expected to graduate and approximately 12 per cent have already transferred to a university. These figures indicate that approximately 50 per cent of those students beginning junior college work do not continue beyond one year at this present time.

There are six high schools within the area of Palm Beach County. Table XXXI shows the distances between these high schools and the junior college. A large percentage of the students are

graduates of high school "A"; this high school has almost half the high school enrollment of the county.

TABLE XXXI

DISTANCE FROM HIGH SCHOOLS IN PALM BEACH COUNTY TO
PALM BEACH JUNIOR COLLEGE

High School	Distance from Junior College			
	0-5 Miles	5-10 Miles	10-25 Miles	Over 25 Miles
A	x			
B		x		
C			x	
D			x	
E				x
F				x

Students attending Palm Beach Junior College come from Palm Beach, St. Lucie, Broward, Washington, Dade, Volusia, and Brevard counties in Florida. There are also students enrolled from Maryland, Alabama, Delaware, Michigan, North Carolina, and Georgia. Two foreign countries are represented in the student body, Colombia and Denmark.

Administrative Organisation

Palm Beach Junior College is under the control of Palm Beach County Board of Public Instruction. This board has controlled the junior college since its beginning and has, therefore, wider

experience in the operation of a public junior college than any other similar board in the state.

The Advisory Committee, appointed by the State Board of Education from a list prepared by the local board, has also obtained wide experience in the duties of an advisory committee for a public junior college. This committee has been active in recommending policies relating to the operation of the junior college. Meetings are held on call and occur about four or five times per year. Usually the recommendations of the Advisory Committee are carried to the County Board by the Chairman of the Committee.

The immediate responsibility for the operation of the college falls upon the President-Dean. He is assisted by the Registrar-Bursar and by the Deans of Men and of Women. A veterans counselor is also available during registration and at other times when he is needed at the college. All of these officials with the exception of the veterans counselor are full-time junior college officials; each also teaches at least one class in the academic program of the college.

Finance

The fees charged to students attending Palm Beach Junior College are as follows:³

³Ibid., p. 15.

	<u>Per Semester</u>
Registration	\$37.50
Student Activity	7.50
Swimming Pool	1.00
Tuition	
Florida students	—
Non-Florida students	100.00
Laboratory Fees	5.00

Charges for special and adult students are: \$10.00 for each semester hour and \$2.00 registration fee.

The college is supported jointly by the county and state as a part of the Minimum Foundation Program. The county levies a tax totaling fifteen mills upon local non-exempt properties for general operating, maintenance, and transportation facilities of the entire public school system. The state furnishes its portion of the Minimum Foundation Program.

Veterans may attend Palm Beach Junior College and the college is paid upon a per semester hour rate agreed upon by the Veterans Administration and the college. There are no other sources of current income.

Table XXXII indicates the distribution of sources of income. Veterans' fees are included as part of the regular student fees. Table XXXIII indicates the percentages of current income expended upon the phases of current operation. Both Tables XXXII

and XXXIII are based upon figures for the year 1948-49 and include under the items of operation and maintenance unusual expenditures because this was the first full school year in the new plant. The approximate average expenditure per student enrolled per year is \$319.25 for this same period.

TABLE XXXII
INCOME OF PALM BEACH JUNIOR COLLEGE BY SOURCES
1948-49

Source	Per Cent
State	21.6
Local	54.3
Other (including veterans' fees)	24.1

TABLE XXXIII

CURRENT EXPENSES OF PALM BEACH JUNIOR COLLEGE
BY PERCENTAGES SPENT ON BUDGET ITEMS
1948-49

Item	Per Cent
General Control (including salaries of administrative officers)	14.0
Instructional Costs	
Salaries	54.1
Materials	2.7
Plant	
Operation	12.9
Maintenance	11.4
Auxiliary Services	1.0
Fixed Charges	3.9

Plant

The college is at the present time situated on twenty-one acres near the International Airport. The buildings, valued at approximately one million dollars, were built and used during the war for a base hospital of the Army Air Forces. These buildings have been adapted and utilized for classrooms, offices, and living quarters for the college and almost all of the buildings are connected by covered walkways. Facilities which are a part of this

plant include the officers club which is used as a student lounge, the swimming pool, and excellent landscaping and shrubbery.

There are plans for additional classrooms when the enrollment demands them; however, no other plans have been formulated yet.

Curriculum

Following the pattern established by most junior colleges, two main types of programs are offered, preparatory for continued upper division work and terminal for vocational-technical efficiency. The Associate in Arts title is awarded only upon the completion of certain specified requirements and has been awarded to only a small proportion of the graduating classes. Beginning with the class of June, 1952, however, all students eligible for graduation will receive the title of Associate in Arts.

Estimates of pupil intentions place approximately 70 per cent in the preparatory curriculums and 30 per cent in the terminal. Figures quoted previously on per cent continuing indicate that many more students should consider their courses as terminal since it amounts to that for over 50 per cent of the student body.

Other Institutions

Private. The Bell Iles College, School of Commerce, is a private institution offering business education to students of this area. While high school graduation is not required for admittance, it is preferred.

Approximately 225 students attend classes in this institution per year. A diploma is awarded upon the completion of a specified program of studies and a certificate is awarded for completing a specified course.

The University of Miami is located approximately seventy miles from this area; this is the nearest university to this area.

Public. The public universities are remote from this area, the University of Florida being approximately three hundred miles and Florida State University being almost 450 miles from the area. However, post-high school education is partially taken care of by the Palm Beach County Vocational-Technical School. This school enrolls (1949-50) 367 day students and 494 evening students. All of these are sixteen years of age or older and approximately 60 to 65 per cent of them have already graduated from high school. Upon completion of the course a student is awarded a Vocational-Technical Diploma. The time required varies from 990 hours to 1,950 hours, depending upon the course taken. Fees are charged for tool checks and tool breakage amounting from \$2.00 to \$8.00. An extra tuition charge of \$15.00 per month is charged to out-of-county students.

The program of studies includes a wide variety of courses, from aircraft mechanics to beauty culture in the day school, and from carpentry to building estimating in the evening extension program.

Summary

While opportunity for post-high school education is available through the Vocational-Technical School, there are few other opportunities for continued education in this area. The junior college offers opportunities in public education beyond high school graduation which cannot be duplicated at any other institution in this area.

St. Petersburg Junior College

St. Petersburg Junior College was established as a private institution in 1927. When the Minimum Foundation Law was passed in 1947 permitting junior colleges to become part of the county public school systems, the college was turned over to the county board to become a local public institution.

The catalog for 1948-49 explains the various functions of St. Petersburg Junior College as preparatory education, terminal education, and adult education. Programs of studies for pupils are worked out in one of these three curriculums.

Population

The area served by St. Petersburg Junior College has 130,268 people within the boundaries according to the 1945 census. This is a 41.8 per cent increase over the 1940 census. Of this number 114,162 are white and 16,106 Negro. During the winter season these population figures are increased by a large number of tourists and winter

residents who annually visit this section of Florida.

The non-exempt assessed valuation of Pinellas County as reported in 1947-48 was \$129,840,983. This amount has increased by about fifteen million dollars within the past year, according to estimates of county officials. These figures place Pinellas County among the wealthier as well as the more thickly populated counties of the state.

The educational level of the population in this county is also high, 9.3 years of school for male persons and 10.5 years of school for female persons.

The holding power of the county school system is also good. Of those persons sixteen to seventeen years of age, 73.9 per cent are in school, and of those persons eighteen to twenty years of age, 32.8 per cent are attending school.

School Population

During the school year 1947-48, 19,496 children were enrolled in grades one through twelve in Pinellas County. From this total number, 16,342 were white and 3,054 were Negro. The figures for 1948-49 indicate that an increase in enrollment brought the new total up to 20,714.

In grades ten through twelve, 3,582 pupils were enrolled in 1947-48, 3,206 of these being white and 376 of them Negro. The more recent figures for 1948-49 indicate an increase of 420 in these grades bringing the total up to 4,002 children in grades ten through twelve.

Students

During the year 1948-49 the college enrolled 453 students. This number included 293 freshmen, 129 sophomores, and thirty-one special students. During the 1949-50 year, 473 students were enrolled (as of October, 1949). This total included 312 freshmen, 137 sophomores, twenty-two special students, and two adult students. A continuously increasing number of pupils has been served by St. Petersburg Junior College since 1927.

Approximately 85 per cent of the enrollment live within ten miles of the institution. A small percentage, 3 per cent, live beyond the twenty-five mile radius. Table XXXIV shows these distributions.

TABLE XXXIV
NUMBER OF MILES TRAVELED BY STUDENTS EACH DAY
TO ATTEND ST. PETERSBURG JUNIOR COLLEGE
(one way)

Miles	Number of Students	Percentage of Students
0- 5	5	1.0
5-10	403	85.0
10-15	—	—
15-20	—	—
20-25	50	11.0
25 up	15	3.0

Over the twenty year period during which St. Petersburg Junior College was not a part of the public school system approximately 30 per cent of the entering freshmen graduated from this institution. During the post-war years this percentage has increased somewhat and of the 254 freshmen entering in the fall of 1947 approximately 47 per cent graduated. Of those remaining approximately eighty-one students, or 32 per cent, transferred to a university or college at the end of their freshman year.

From last year's class of 120 graduates, seventy students, or 58 per cent, transferred to a college or university. A comparatively high percentage of present enrollments are college preparatory.

There are five white high schools in Pinellas County. Table XXXIV shows the distances from these high schools to the junior college.

TABLE XXV

DISTANCE FROM HIGH SCHOOLS IN PINELLAS COUNTY
TO ST. PETERSBURG JUNIOR COLLEGE

High School	Distance from Junior College			
	0-5 Miles	5-10 Miles	10-25 Miles	Over 25 Miles
A	x			
B	x			
C			x	
D			x	
E				x

County transportation is furnished from other parts of the county to the junior college.

The large majority of pupils come from Pinellas County, indicating that the junior college is a local institution. Table XXXVI indicates the locations of the high schools from which the enrollment of 1949-50 were graduated.

TABLE XXXVI

LOCATION OF HIGH SCHOOLS FROM WHICH STUDENTS ATTENDING
ST. PETERSBURG JUNIOR COLLEGE GRADUATED

Location	Number	Percentage
Pinellas County	342	72.4
Other Florida counties	24	5.1
Other states	105	22.2
Outside continent of United States	2	0.3

Other counties in Florida represented in the student body include Pasco, Hillsborough, Manatee, Gadsden, and Orange. Twenty-seven states, Hawaii, and the Canal Zone are also represented in the student body.

Administrative Organization

St. Petersburg Junior College is a part of the county school system of Pinellas County and the board of control for the college is the County Board of Public Instruction. Members of this board

indicate that they consider the Advisory Committee of the junior college as an important advisory agency in matters pertaining to the junior college curriculum and academic standards.

The Advisory Committee consists of five members appointed by the State Board of Education from a list prepared by the Pinellas County Board of Public Instruction. The members of this committee have served on the Board of Governors when the institution was not a part of the public system and have had, therefore, some experience in junior college matters. The committee has not, however, met regularly since its appointment and the members indicate that they are not entirely satisfied with the present arrangements for control of the junior college. Here, as in other counties in Florida, the Advisory Committee has not received sufficient information concerning the duties which are to be expected of it.

The immediate administration of the junior college is headed by a president who is directly responsible to the county board. He is assisted by a registrar, a finance officer, a dean of men, and a dean of women. These officers have no responsibilities in the school system other than the junior college.

Finance

The student fees charged at St. Petersburg Junior College are as follows:

	<u>Per Semester</u>
Registration Fee (all students)	\$ 40.00
Tuition fee	
Non-Florida students	100.00
Florida students	---
Student Activity Fee (all students)	10.00

Students who carry 9 semester hours or less will be charged a registration fee of \$25.00 per semester. Such students must pay all other charges listed, in full.⁴

These fees are generally the same in amount as those of the University of Florida.

The St. Petersburg Junior College is supported by the Minimum Foundation Program in the same manner as grades one through twelve. The local property tax of ten mills for the county and three and one-half mills for the district is levied upon local non-exempt property. An amount equal to 5 per cent of the equalised six mill levy required by state law for local junior college support added to the units received through the Minimum Foundation Program make up this part of the junior college budget.

Veterans may attend St. Petersburg Junior College and their fees are chargeable to the Veterans Administration.

Table XIXVII shows approximate percentages for each source of revenue for the junior college. Although some items of the

⁴St. Petersburg Junior College Catalog 1948-49, Vol. 22, No. 1, p. 12.

current expenditures were kept separately during the past fiscal year, percentages cannot be prepared for these with any degree of accuracy. During the present year the accounting system is arranged in such a manner that a more accurate per pupil cost may be prepared for each school.

TABLE XXXVII

INCOME OF ST. PETERSBURG JUNIOR COLLEGE BY SOURCES
1948-49

Source	Per Cent
State	29
Local	19
Other (including veterans fees)	52

Plant

The site consists of twenty-five acres and the plant is valued at approximately five hundred thousand dollars. This property has housed the junior college since 1942 and it became the property of the county board when the junior college became a part of the public school system in 1948.

Extensive plans for enlarging the facilities have been drawn up and a master plan for future buildings has been prepared. The present building will not house adequately a larger enrollment.

Curriculum

The catalog lists two types of courses of study. The preparatory courses of study are designed for arts, science, pre-dental, pre-medical, pre-nursing, pre-engineering, pre-law, business administration, music, and education students. The terminal or semi-professional courses of study are designed for secretarial and general business students. At the present time (1950) approximately 87 per cent of the student body is enrolled in one of the preparatory courses of study.

Plans are currently being made for cooperative work with the Tomlinson Vocational Institute for courses of study leading to other types of terminal-vocational training.

Other Institutions

Private. There are two business schools, a real estate coaching school, and a church college in the immediate vicinity of the junior college.

The Florida College of Real Estate does not require high school graduation and does not regularly hold classes. This school is mainly concerned with coaching interested students for examinations in real estate.

The Bixby Business School and the Southeastern Business School both offer secretarial and stenographic courses. Enrollments in these two schools usually total about 150 students currently enrolled. Certificates of completion or diplomas are

issued when a student finishes a course. The length of time necessary to obtain this certificate depends upon the prior training and the ability of the individual.

Trinity College is a non-denominational Bible college offering a bachelor of arts degree in Biblical education. About seventy students are enrolled in this college, most of whom are training for some type of church work.

The only other private institutions of post-high school level which are within commuting distance are the University of Tampa, approximately thirty miles from the junior college, and Florida Southern College at Lakeland, approximately fifty miles from the junior college.

Public. The University of Florida at Gainesville is the nearest public university. This institution is approximately 155 miles from St. Petersburg.

The Tomlinson Vocational Institute is a part of the public school system of Pinellas County and is located in St. Petersburg. The school serves approximately 999 students, of which 626 are day students and 373 evening students. Almost 47 per cent of these students are high school graduates and many of this number have attended college for one or more years. The length of the course varies from six months to three years depending upon the course begun and the level reached by the student. Certificates are issued upon the completion of certain courses and a Vocational Dip-

loma is issued for those who complete the twelve required credits. This diploma is equal to high school graduation for many students. The school serves pupils sixteen years of age or older and offers three main types of courses, trade and industry, business, and homemaking and weaving.

Summary

No other institution meets the needs for post-high school education in this community. The business schools serve only a very minor proportion of the high school graduates, the church college an even smaller proportion, and the public vocational school a much larger proportion. The combined program which will tie together efforts of the junior college and the vocational school should widen the influence of both institutions.

Chipola Junior College

Chipola Junior College was founded in 1947 as a private educational institution. In 1948 the college became a part of the public school systems of Jackson, Washington, and Calhoun Counties.

Chipola Junior College has three main purposes or aims:

1. To prepare students who expect to enter the professions for continuing their work in four-year colleges and universities. By satisfactorily completing here the prescribed liberal arts course, a student can enroll as a junior in the college or university of his choice.
2. To train students whose formal education will end with the Junior College by prescribing a terminal education program that will fit them for employment in agriculture, industry, or business.

3. To provide courses for adult members of the community who wish to further their education or enrich their cultural life through courses offered by the college.⁵

Population

The three counties served by the junior college have a total population according to the 1945 state census of 54,623 people, 39,854 of these being white. Of this total, 34,509 are in Jackson County, 11,889 in Washington County, and 8,225 in Calhoun County.

The increases in population for these counties in relation to the 1940 census are as follows: Jackson, 0.2 per cent; Washington, -3.8 per cent; and Calhoun, 0.03 per cent. These percentages indicate that during recent years this section of Florida has been relatively stable in respect to population with a tendency to lose population in Washington County.

The total non-exempt assessed valuation in these counties for the year 1947-48 is \$11,497,195. Of this total, \$7,363,053 is in Jackson County, \$2,362,419 in Washington County, and \$1,771,723 in Calhoun County.

The median educational levels of these counties are below the average level in Florida for persons twenty-five years of age or older (see Table XXIII). In Jackson County these levels are 6.1 years of schooling for males and 6.5 years for females; in Washington

⁵Chipola Junior College, Marianna, Florida, Announcements 1949-50, p. 5.

these levels are 6.3 years for males and 6.7 years for females; and in Calhoun County the levels are 6.2 years for males and 6.9 years for females.

Also the percentages of pupils below twenty years of age attending school are low in these counties. In Jackson County, 55.4 per cent of those students sixteen to seventeen years of age are in school and 19.7 per cent of those eighteen to twenty years of age are in school; in Washington County, 51.8 per cent of those sixteen to seventeen years of age are in school and 23.2 per cent of those eighteen to twenty years of age; and in Calhoun County, 52.2 per cent of those sixteen to seventeen years of age are in school and 18.7 per cent of those eighteen to twenty years of age.

School Population

During the school years 1947-48 the total school population in this area was 14,206 children, 10,004 of these children being white. Jackson County had a total of 8,884 children (5,659 white); Washington had a total of 3,201 children (2,527 white); and Calhoun County had a total of 2,121 children (1,818 white).

In grades ten through twelve there were 1,506 children enrolled in the schools of these three counties, 1,269 of these being white children. Jackson County had the greatest number of these enrollments with 910 children enrolled in grades ten through twelve (756 white); Washington County had 349 children enrolled in grades ten through twelve (286 white); and Calhoun County enrolled 247 children in grades ten through twelve (227 white).

By surveying these figures it is apparent that Jackson County has more potential students in the junior college area than the other two counties combined.

Students

1957

For the fall quarter of 1949-50 there were ninety-three freshmen and sixty-seven sophomores enrolled in the junior college, making a total enrollment of 162 students. During the winter quarter, seventeen special students have enrolled for less than a full load.

Approximately 44 per cent of the student body lives twenty-five miles or more from the college; however, boarding facilities, including dormitories, are provided making it possible for 52 per cent to live within five miles of the college. Table XXXVIII shows these distributions.

TABLE XXXVIII

NUMBER OF MILES TRAVELED PER DAY BY STUDENTS TO ATTEND
CHIPOLA JUNIOR COLLEGE (one way) AND THE NUMBER OF
MILES FROM THE STUDENTS' HOMES TO THE JUNIOR COLLEGE

Miles	Home		Travel Each Day	
	Number	Per Cent	Number	Per Cent
0-5	9	5.5	84	51.9
5-10	35	21.5	33	20.4
10-15	15	9.3	12	7.4
15-20	19	11.7	13	8.1
20-25	13	8.1	13	8.1
25 up	71	43.9	7	4.1

The Chipola Junior College has operated as a public institution for only a short period; therefore, figures on graduation cannot be taken as valid trends. However, from the class of freshmen entering in 1948-49 an estimate of 40 per cent is expected to graduate. Approximately 25 per cent of the students have transferred to other institutions prior to graduation and approximately 60 per cent of the graduating class is expected to continue education in a college or university.

There are fourteen high schools in the area of the three counties. Table XXXIX indicates the distances from these high schools to the junior college. Public transportation is provided from areas in Jackson County to the junior college and plans are being considered for public transportation to the junior college from Calhoun and Washington Counties.

TABLE XXXIX

DISTANCES FROM HIGH SCHOOLS IN JACKSON, WASHINGTON,
AND CALHOUN COUNTIES TO CHIPOLA JUNIOR COLLEGE

High School	Distance from Junior College			
	0-5 Miles	5-10 Miles	10-25 Miles	Over 25 Miles
A	x			
B		x		
C		x		
D			x	
E			x	
F			x	
G			x	
H				x
I				x
J				x
K				x
L			x	
M				x
N				x

The largest high school is in Marianna which is seven miles from the college. The two high schools which are more than thirty miles from the junior college are very small in enrollment.

Students attending Chipola Junior College have their homes in sixteen Florida counties and the states of Alabama, Georgia, and North Carolina. The Florida counties include Gulf, Bay, Jackson, Calhoun, Washington, Holmes, Gadsden, Walton, Santa Rosa, Okaloosa, Clay, Liberty, Levy, Dade, Polk, and Pinellas.

Administrative Organization

Chipola Junior College is directly under the control of the County Board of Public Instruction of Jackson County. This is the same elective board that is responsible for the school system of that county. The boards of Washington and Calhoun Counties are usually called in to meet with the Jackson County Board when important decisions regarding the junior college are made.

The Advisory Committee is composed of nine members, three from each county, appointed by the State Board of Education from lists prepared by the county boards of the various counties. Meetings of this committee are not scheduled regularly but occasionally (two or three times per year) meetings are held with the County Board. The County Board has indicated that its policy is to refer important decisions regarding the junior college to the Advisory Committee; however, the main item of business thus far handled by the committee has been the selection of a new administrator for the college. The committee has indicated that it feels that its decisions are generally accepted and that it is satisfied with the present control organization.

The immediate administration of the junior college is headed by the Administrative Dean who is responsible to the County Board. He is assisted by a Registrar; however, no regular secretarial help is part of this organisation.

Finance

Since Chipola Junior College is operated upon the quarter system at the present time the student fees are based upon this system. These fees are;⁶

	<u>Per Quarter</u>
1. Registration (all students)	\$33.33
2. Tuition (Non-Florida students)	66.66
3. Laboratory fees	
A. Chemistry	3.00
B. Biology	3.00
C. Physics	1.50
D. Physical sciences	1.50
E. Typing	3.00
4. Diploma fee	6.50

Students taking less than a full load are charged \$15.00 per three semester hour course (n.b. the evening classes are taught upon a semester rather than quarter basis).

The junior college is supported jointly by the state and county sources of revenue in the same manner as grades one through twelve. A local property tax of one mill from each county is contributed to the junior college. To this is added the state's

⁶ Ibid., pp. 11-12.

share of the Minimum Foundation Program.

The Veterans Administration pays the fees of veterans attending the junior college at a rate established by agreement between the junior college and the Veterans Administration.

Table XL shows the approximate percentages of income by sources for the current operating expenses of Chipola Junior College. Veterans' fees are not separated from the regular student fees. Table XLI indicates the percentages spent on various phases of current operation. The approximate costs per student at Chipola Junior College for current expenses is \$277.00.

TABLE XL
INCOME OF CHIPOLA JUNIOR COLLEGE BY SOURCES
1949-50

Source	Per Cent
State	37.5 -
Local	25.0 -
Other (including veterans' fees)	37.5

TABLE XLI
CURRENT EXPENSES OF CHIPOLA JUNIOR COLLEGE
BY PERCENTAGES SPENT ON BUDGET ITEMS
1949-50

Item	Per Cent
General Control	1.6
Instructional Costs	
Salaries (including Dean and Registrar)	77.8
Materials (including library)	2.7
Plant	
Operation	9.6
Maintenance	4.4
Fixed Charges	3.9

Plant

The site of the junior college is a former Army Air Corps base located between Marianna and Greenwood, Florida, on the State Highway 71. The site covers 219 acres including forty acres of bearing pecan trees.

The buildings are the temporary type built by the Air Corps. However, some of these have been covered by asbestos shingles which improve the appearance as well as the durability of the buildings. These buildings are valued at approximately \$150,000 including many buildings as yet unused by the junior college. In-

mediate plans for improvement include the repair of a swimming pool, improvement of eleven new classrooms, maintenance of an outdoor aquarium for biology experimentation, a maintenance shop, and improvement of the student lounge. A tractor is being purchased to aid in keeping up the appearance of the grounds.

Curriculum

The curriculum at the present time include a preparatory curriculum and a terminal curriculum. In the preparatory curriculum approximately 75 per cent of the student body are enrolled. The terminal curriculum, which includes both general terminal work and a business curriculum, enrolls approximately 25 per cent of the student body.

Future plans which will be put into effect as soon as financially possible will include terminal work in vocational agriculture, vocational home economics, and wood working shop.

Other Institutions

Private. There are relatively no opportunities for continued education under private control within this area. A small business school is located in Marianna and two larger business schools in Dothan, Alabama, which is approximately thirty-five miles from the junior college.

Public. The Florida State University is eighty miles from the junior college and is the nearest public university. Pensacola Junior College is approximately 150 miles from the Chipola Junior

College. These two institutions are the only public ones of post-high school level near this area. In Alabama, Troy State Teachers College is one hundred miles distant and Alabama Polytechnic Institute at Auburn is 150 miles distant. Students from this area attend both of these institutions. The Napier School of Trades is also located at Dothan, Alabama, offering trade courses.

The Jackson County Institute enrolls 168 white students and 125 colored students in courses of less than thirteenth grade. Although this institute is designed primarily for veterans, non-veteran adults may attend by paying the costs of their training. This amounts to twenty-eight to forty-two cents per instructional hour. Of a total of fifteen graduates from this institute, thirteen continued to higher educational institutions.

Summary

The facilities offered by Chipola Junior College are not generally available at any institution within the area. Students may attend Florida State University, but it is too far distant for daily commuting. The Institute program offers the opportunity for many to complete high school work and it provides incentive for many to continue beyond the high school level.

Pensacola Junior College

The thirteenth and fourteenth grades were established in Pensacola in 1948 under the Minimum Foundation Program as a part of the school systems of Escambia and Santa Rosa Counties. This junior college was the first to be regularly established under the law passed in 1947 (Chapter 23726, No. 112).

The objectives of the Pensacola Junior College are:

1. To afford a center for cultural development in the community.
2. To provide two years of college work acceptable for transfer to four year colleges and universities.
3. To provide for students who do not plan to seek a degree a program of vocational education integrated with the needs and opportunities of Pensacola and the neighboring communities.
4. To make possible additional education for students of ability at minimum cost.
5. To enable adults to continue their education through part-time study.
6. To contribute to good citizenship in the community and in the nation by offering appropriate subjects and activities.⁷

Population

The area served by the junior college has a total population of 122,248 persons according to the 1945 state census; this total includes 105,262 people in Escambia County (83,592 white) which is a 40.9 per cent increase over the 1940 census, and 16,986 (15,473 white) people in Santa Rosa County which is a 5.6 per cent increase

⁷Pensacola Junior College, Pensacola, Florida, Catalogue 1949-50, p. 7.

over the 1940 census. The presence of the Naval Air Station near Pensacola affected the increase in Escambia County during the war period; however, the increase in 1940 over 1930 was 39.3 per cent, indicating that the area has been rather continuously growing in population.

The assessed valuation of non-exempt property in the area totaled about forty-two million dollars in 1947-48 with approximately \$38,500,000 in Escambia County and \$3,500,000 in Santa Rosa County. These figures indicate that of the two counties Escambia is by far the larger as well as the more wealthy.

The educational level of the population twenty-five years of age and older in these two counties averages around 7.5 years of school completed, being a little higher in Escambia than in Santa Rosa County. The percentages of persons eighteen to twenty years old who are attending school is 16.6 per cent in Escambia and 24.0 per cent in Santa Rosa County; however, the percentage of persons sixteen to seventeen years old is 61.6 per cent in Escambia and 54.5 per cent in Santa Rosa County.

School Population

During the school year 1947-48 the total school population in this area was 23,908, of which 18,721 children were white. Escambia County had 19,670 children in grades one through twelve of which 14,862 were white, while Santa Rosa County had 4,238 children of which 3,859 were white.

In grades ten through twelve, the school enrollment was 3,286 (2,572 white children). From this total, 2,821 children (2,130 white) were in Escambia County and 465 (442 white) children were in Santa Rosa County.

Students

During 1948-49, the first year of operation, 122 freshmen enrolled, eighteen sophomores transferred to this institution, and five special and three adult students were listed. During the present year, 1949-50, 103 freshmen and forty-nine sophomores have enrolled in the day classes and seventy-one special and fifty-eight adult students in the evening classes. The greatest growth has occurred in the evening classes.

While the majority of the students live in the local counties, students attend the junior college from four other counties in the state, Walton, Okaloosa, Washington, and Dade. Also naval personnel stationed at Pensacola provide a wide background for the student body since these students come from all sections of the country. While 58.4 per cent of these students travel less than five miles per day (one way) to attend classes in the junior college, 7.8 per cent travel over twenty-five miles. Table XLII shows these distributions.

TABLE XLIII

NUMBER OF MILES TRAVELED BY STUDENTS EACH DAY
TO ATTEND PENSACOLA JUNIOR COLLEGE
(one way)

Miles	Number of Students	Percentage of Students
0- 5	83	58.4
5-10	38	26.8
10-15	10	7.0
15-20	—	—
20-25	—	—
25 up	11	7.8

Twenty-seven of the 122 freshmen who attended last year are scheduled to graduate this year. Twelve transferred to other institutions at the end of their freshman year. Some of the remaining number are attending the junior college but will not graduate.

There are nine high schools in the area served by Pensacola Junior College. Table XLIII shows the distances from each of these to the junior college. While it is readily apparent that the majority of the high schools are over twenty-five miles from the junior college, high school "A," which is the largest high school, is in reality only one block from the present location of the junior college.

TABLE XLIII

DISTANCE FROM HIGH SCHOOLS IN ESCAMBIA AND
SANTA ROSA COUNTIES TO PENSACOLA JUNIOR COLLEGE

High School	Distance from Junior College			
	0- 5 Miles	5-10 Miles	10-25 Miles	Over 25 Miles
A	x			
B			x	
C				x
D				x
E			x	
F				x
G				x
H				x
I				x

Administrative Organization

The Pensacola Junior College is under the control of the County Board of Public Instruction of Escambia County. This is the same elective board that controls the school system of that county. The County Board of Santa Rosa County may be called in to aid in decisions regarding the junior college, although this has not been a general practice.

An advisory committee consisting of ten members is ap-

pointed by the State Board of Education from a list prepared by the two local county boards. Although this committee has the privilege by law to sit in with the county board when problems pertinent to the junior college are to be discussed, this procedure has not been the policy of the organization in Pensacola. The present Advisory Committee has met only once in the past year of operating the junior college and is not fully aware of its responsibilities as an advisory committee.

The immediate administration of the junior college is headed by a dean who is directly responsible to the County Board. He is assisted by a registrar who in turn has an assistant. There is no full-time secretarial help in the administrative office of the college. The Dean is also principal of Pensacola High School.

Finance

The student fees charged at Pensacola Junior College⁸ are as follows:

Matriculation:

Escambia and Santa Rosa Students	\$37.50
Other Florida Students	50.00
Non-Florida Students	75.00
Registration	7.00
Student Activity	6.00

⁸ Ibid., pp. 12-13.

Library	\$ 2.00
Physical Education	3.00

A special student is one who is enrolled for less than twelve semester hours. Such students pay the regular registration fee of \$7.00, the library fee of \$2.00, and a matriculation fee based upon \$4.00 per semester hour. Adult students, who are not taking courses for transfer credit, are charged a registration fee of \$5.00, a library fee of \$1.00, and a matriculation fee of \$5.00 per semester hour.

The Pensacola Junior College is supported jointly by local and state sources of revenue in the same manner as grades one through twelve. The local property tax of twenty mills (which is the statutory and constitutional limit for district and county taxes for the support of schools) is levied upon local non-exempt property. The junior college law requires that at least five per cent of the equalized six mill levy be devoted to junior college purposes. To this amount is added the state's proportion of the Minimum Foundation Program based upon enrollment in the junior college.

Veterans may attend Pensacola Junior College and their fees are chargeable to the Veterans Administration based upon a contract agreement between Pensacola Junior College and the Veterans Administration.

Table XLIV shows the approximate percentages for each source of revenue for the junior college. Separate accounts for expenditures are not kept at the present time; it is, therefore, impossible

to prepare a similar table to show the areas of current expenditure.

TABLE XLIV

INCOME OF PENSACOLA JUNIOR COLLEGE BY SOURCES
1949-50

Source	Per Cent
State	35.5
Local	38.5
Other (including veterans fees)	26.0

Plant

At the present time the Pensacola Junior College holds classes in a two-storied mansion located near Pensacola High School. The rooms are used for six classrooms, library, laboratory, recreation room, two offices, and a teachers' lounge. The rooms are fitted with fluorescent lights and movable chair-desks.

Future plans are being made to combine the junior college and the vocational school into a single building which is located in the downtown section of Pensacola a mile away from the present junior college location. This building, if combined with the former U. S. O. building near it, will allow for better facilities for the junior college.

Curriculum

The catalog lists two general types of courses. The first

of these is called the Transfer Curriculum; the second is called Vocational-Terminal. The transfer courses enable the student to receive an Associate in Arts Certificate, while the terminal courses enable him to receive a Vocational-Terminal Diploma. At the present time approximately 90 per cent of the student body are enrolled in the Transfer Curriculum.

No actual survey of the needs of the immediate area has been made, although a file is kept of requests for courses which are received.

Other Institutions

Private. A single small business school is the only other institution in the immediate area. There are no private institutions which teach post-high school students within commuting distance of this area. The nearest private institutions are in Alabama; none are even reasonably near in Florida.

Public. The Florida State University, which is 205 miles away, is the nearest public university. Chipola Junior College, which is 135 miles away, is the nearest public institution of post-high school level. Colleges in Alabama are nearer but not one is within seventy-five miles of the area. Out-of-state fees in these institutions, as well as distance, will eliminate many from attendance.

The Vocational School is a part of the local public school system. Approximately 950 students are in attendance at this school. These students are all over sixteen years of age, although

many of them are not high school graduates. The length of the course offered in this school varies with the individual but may be as long as three years. Two programs of studies are offered, Trade and Commercial.

Summary

The facilities offered by Pensacola Junior College are not duplicated elsewhere within the area served by the junior college. That a need for these opportunities is present is indicated by the community pride and the pressure for improvement in the junior college. The proposed combination of junior college facilities and vocational school facilities offer great opportunity for these counties to demonstrate the value of a comprehensive junior college program. Obviously not even a private institution is near enough to offer opportunities for Pensacola youth to obtain education beyond the high school.

Washington Junior College

The thirteenth grade was added to Booker T. Washington High School in the fall of 1949. This first year, the junior college is supported entirely by Escambia County; however, plans are under way to include it in the Minimum Foundation Program beginning the school year 1950-51.

Population

The college serves a total Negro population in Escambia County of 21,670 persons. From this total, 4,808 are enrolled in

school, grades one through twelve, with 691 of them in grades ten through twelve.

Students

There are 120 students enrolled in the junior college. One hundred fifteen of these are freshmen and five are special students. These students are drawn from three high schools, one of which is connected with the junior college, and the other two are located in Cantonment and Century, Florida, only a few miles away. All students in present attendance live within ten miles of the school. Approximately 70 per cent of the students finished high school within the past five years. Twenty-five per cent of the students are veterans who are taking their training under the G. I. Bill of Rights.

Administrative Organization

The Washington Junior College is under the control of the Escambia County Board of Public Instruction.

An Advisory Committee consisting of five Negroes is appointed by the County Board. This committee is scheduled to meet regularly twice a month during this first year of operation. The function of the committee is mainly that of aiding the Dean of the College in obtaining equipment and in presenting needs to the County Board. When special meetings are planned, the committee may meet with the County Board.

The Dean is the chief administrative officer and is directly

responsible to the County Board. Also, he is principal of the junior and senior high schools. He is assisted by a Junior College Committee from his faculty. Also, a Business Manager aids in collecting fees from the junior college as well as keeping accounts for the high school.

Finance

Student fees are the same as for Pensacola Junior College.

No support comes from the State Department of Education this current year. The total support comes from the county beyond that supplied through fees.

Plant

The junior college is at present housed in the same building as the junior and senior high schools. Future plans call for a new junior high school. This new building will house grades seven through ten and the present building adapted for grades eleven through fourteen, if present plans are followed.

Curriculum

The present curriculum is divided into transfer and terminal. Seventy-five per cent of the student body are enrolled in transfer courses.

Other Facilities

Institutes for veterans and adults supported by Escambia County and the Veterans Administration are located in Washington High School and Carver High School, Century, Florida. The courses

in these institutions are limited to high school subjects. The Washington Junior College meets needs in the area that are not met by any other institution.

Summary

The public junior college program in Florida has been of recent development. With the exception of Palm Beach Junior College, established as a public institution in 1933, the institutions have had only a few years operation as public institutions. However, the experience gained in St. Petersburg as an accredited junior college of many years standing (established in 1927) and in Palm Beach, along with the experience of the two other white junior colleges, may help in guiding the future development of this program in Florida. The Negro junior college in Pensacola has operated only since the fall of 1949 and as yet cannot offer much statistical data to aid in planning further Negro junior college development; however, the organizational plan used at this institution may be of aid in working out details of administration in similar institutions.

The aims or functions of the junior colleges are generally in agreement with the philosophy developed in this study, except that the vocational and the adult functions seem to have been passed over rather lightly. Florida's present public junior colleges have as their main function the offering of parallel work or the preparatory function, although they also offer some terminal and vocational

work for those students who do not want to continue at a college or university and (much less emphasized) adult courses for the community.

Population

Table XLV indicates that the population figures of the areas in which these junior colleges are located range from 54,623 to 130,268.

TABLE XLV
TOTAL POPULATION OF AREAS SUPPORTING
PUBLIC JUNIOR COLLEGES, 1945

College	Total	White	Negro
A	112,311	66,844	45,467
B	130,268	114,162	16,106
C	54,623	39,854	14,769
D	122,248	99,065	23,183
E	105,262	83,592	21,670

Table XLVI indicates a wide range in the non-exempt assessed valuation of these areas, from eleven to 130 million dollars. The per capita non-exempt assessed valuation ranges from \$210.48 per person to \$1,116.65 per person.

TABLE XLVI

NON-EXEMPT ASSESSED VALUATION FOR 1947-48 OF AREAS
CURRENTLY SUPPORTING PUBLIC JUNIOR COLLEGES

College	Non-exempt Assessed Valuation	Per Capita
E	\$ 38,499,224	\$ 365.75
D	42,037,072	343.87
C	11,497,195	210.48
B	129,840,983	996.77
A	125,412,395	1,116.65

Table XLVII indicates the 1940 census figures on school attendance for the areas supporting public junior colleges. These figures cannot show the influence a junior college may have upon them since most of the junior colleges have been established since the date of the census. These figures do, however, indicate a need for continued education in these areas.

TABLE XLVII

PERCENTAGES OF PERSONS OF VARIOUS AGES ATTENDING SCHOOL AND
 MEDIAN YEARS OF SCHOOL ATTENDED BY PERSONS 25 YEARS OF AGE
 AND OLDER IN AREAS SUPPORTING PUBLIC JUNIOR COLLEGES*

College	Per Cent Attending School		Median Years of School	
	16-17	18-20	Male	Female
A	59.2	19.2	8.1	8.7
B	73.9	32.8	9.3	10.5
C	55.4	19.7	6.1	6.5
	51.8	23.2	6.3	6.7
	52.2	18.7	6.2	6.9
D	61.6	16.6	8.1	8.2
	54.5	24.0	6.5	7.0
E	61.6	16.6	8.1	8.2
Florida	62.1	22.0	8.1	8.6

*Source: 16th U. S. Census, 1940.

School Population

The total school population figures of these counties range from 14,206 to 23,908 in grades one through twelve. Those enrolled in grades ten through twelve range from 1,506 to 3,582 (see Table XLVIII). Attention is called to the fact that the area with the largest total school population is not the area with the largest number in grades ten through twelve. The presence of a junior college in this area for twenty years (although not public during all

this time) may have had some effect on the holding power of the school along with other socio-economic factors.

TABLE XLVIII

SCHOOL POPULATION IN 1947-48 IN AREAS CURRENTLY
SUPPORTING PUBLIC JUNIOR COLLEGES

College	Grades 1-12			Grades 10-12		
	Total	White	Negro	Total	White	Negro
A	16,562	11,224	5,338	2,588	2,023	565
B	19,496	16,342	3,054	3,582	3,206	376
C	14,206	10,004	4,202	1,506	1,269	237
D	23,908	18,721	5,187	3,286	2,572	714
E	19,670	14,862	4,808	2,821	2,130	691

TABLE XLIX

NUMBERS OF STUDENTS IN THE PUBLIC JUNIOR COLLEGES
IN FLORIDA, 1949

College	Freshmen	Sophomore	Special	Adult	Total
A	226	108	13	—	347
B	312	137	22	2	473
C	93	67	17	—	177
D	103	49	71	58	281
E	115	—	5	—	120
Totals	849	361	128	60	1,398

Students

Almost 1,400 students attend public junior colleges in Florida (see Table XLIX). Approximately 82.1 per cent of these students live within ten miles of the institutions which they attend (see Table L).

TABLE L

DISTRIBUTION OF STUDENTS ATTENDING PUBLIC JUNIOR COLLEGES
ACCORDING TO NUMBER OF MILES TRAVELED PER DAY (one way)*

Miles	Travel Each Day	
	Number	Per Cent
0- 5	354	31.9
5-10	557	50.2
10-15	80	7.2
15-20	19	1.7
20-25	65	5.9
25 up	34	3.1

*These figures are for white junior colleges only.

It should be pointed out here, however, that the two institutions which operate dormitories affect this percentage heavily in the 0-5 mile range. In one of these institutions 43.9 per cent of the students actually have their homes more than twenty-five miles from the institution, in the other 14.8 per cent have homes

more than twenty-five miles from the institution.

Only two junior colleges have operated long enough to indicate valid trends in graduation and college transfer. Figures seem to indicate, however, that 35 to 50 per cent of entering freshmen graduate from the institutions, 10 to 15 per cent transfer to other institutions before graduation, and approximately 35 to 50 per cent of entering freshmen will not complete more than one year. From the graduating classes 25 to 60 per cent transfer to higher institutions.

The majority of the high schools, fifteen of them, in the areas supporting junior colleges are more than twenty-five miles from these institutions (see Table LI).

TABLE LI

DISTRIBUTION OF HIGH SCHOOLS IN EACH AREA ACCORDING
TO NUMBER OF MILES FROM THE JUNIOR COLLEGE*

Distance	Number High Schools
0-5	5
5-10	3
10-25	11
Over 25	15

*For white junior colleges only.

Attention should be called to the fact, however, that in each instance except one the largest high school in the area is within five miles of the junior college; in the one instance the largest high school in the area is located approximately seven miles from the junior college.

Administrative Organization

The control of each junior college is local. In those multiple-county junior colleges, the county of location exercises the legal control over the junior colleges and the county boards are generally satisfied with the present arrangements. The questions used in the interview were:

1. Are meetings with the Advisory Committee of the junior college regularly scheduled?
Yes 0 No 5
2. Are meetings held with the County Boards of other counties when junior college matters are included on the agenda?
Yes 0 No 1 Usually 1
3. Are problems relating to the junior college referred to the Advisory Committee before a decision is made?
Yes 4 No 1
4. Are you satisfied with the present control organization?
Yes 5 No 0
5. In your opinion what is the purpose of the Advisory Committee?
 - a. Aid in decisions relating to junior college
 - b. Don't know
 - c. To supply guidance and advice in curriculum for the junior college

- d. To bring problems relative to the junior college to the attention of the Board
 - e. Bring opinions of business people into junior college matters
6. Do you have recommendations to improve the organization?
None 6

The advisory committee is not called in for regular meetings although junior college problems are usually referred to the committee in the opinions of these board members. The opinions of the purposes of the advisory committee seem sound if put into practice.

On the other hand, the advisory committees feel that they are not asked to participate enough in junior college matters.

The questions and answers of these interviews are as follows:

1. How often do you meet?
 - (1) Separately
 - a. On call 1
 - b. Once a year 1
 - c. Twice a year 2
 - (2) With the County Board
 - a. Seldom 3
 - b. Never 1
2. Are meetings scheduled regularly?
Yes 0 No 4
3. To what extent do you recommend:

	Not at all	Sel- dom	Most of the time	All of the time
General policies	3			1
Financial budget	3	1		
Selection of administrator	2			2
Selection of instructional personnel	3		1	
Salaries and promotions	4			
Program of studies	3		1	

- | | <u>Not
at all</u> | <u>Sel-
dom</u> | <u>Most of
the time</u> | <u>All of
the time</u> |
|---------------------------------------|-----------------------|---------------------|-----------------------------|----------------------------|
| Selection of equip-
ment | 3 | | 1 | |
| Selection of text-
books | 4 | | | |
| Approve purchases
above set limits | 3 | 1 | | |
4. Are the Advisory Committee's recommendations ac-
cepted?
Yes 2 No 1 Usually 1
5. Are you satisfied with the present control or-
ganization?
Yes 2 No 2
6. Do you have recommendations to improve the
organization?
a. None
b. Junior college should have state super-
vision
c. Duties of Advisory Committee do not seem
to be specific

Members of these committees indicated that they had no regularly scheduled meetings and in most instances had few responsibilities for the problems of the junior college program.

All of the junior colleges have one or more administrators with full-time responsibilities in the junior college. Three of the five have deans or presidents who have no duties beyond the administration of the junior college. The registrar is a full-time officer in four junior colleges although he may teach one or more classes in the junior college. Only two junior colleges have deans of men and of women.

Finance

Accurate cost accounting and per pupil expenditures are

difficult to obtain from these public junior colleges. The proportion of general control expenditures at the county level of transportation, of supplies, and of many other items supplied to the county school systems in general has not been done. The best estimates available indicate that the cost per student approaches \$277.00 and \$320.00 per student enrolled in the junior college.

Sources of income are estimated more accurately, and it is possible to obtain some indications of these sources. The administrators have indicated that one-third of this income still comes from student fees, even though the institutions are also publicly supported (see Table LII).

TABLE LII

PER CENT DISTRIBUTION OF SOURCES OF INCOME
FOR FLORIDA PUBLIC JUNIOR COLLEGES*

Per Cent	State	Local	Other (student fees including veterans)
50-59	—	1	1
40-49	—	—	—
30-39	2	1	1
20-29	2	1	2
10-19	—	1	—
0-9	—	—	—
Average ⁽¹⁾	30.9	34.2	34.9

*Percentages for white junior colleges only.

(1) Obtained from original data.

In those institutions where figures on current expenditures were available separate from the other schools in the county, it was found that approximately 65 to 77 per cent of the expenditures were expended for salaries. This follows very closely the percentages expended for this item in other public junior colleges.⁹

Curriculum

Although the catalogs list both preparatory and terminal programs of studies only a small percentage of students take programs of a terminal nature. The statistics on students indicate that most of them are not continuing to college (50 to 70 per cent of entering freshmen). It seems advisable to survey needs more thoroughly in preparing programs of studies. The problems associated with proper guidance are not being solved to any great extent if these figures are indicative of this work.

Other Institutions

All of the public junior colleges in operation at the present time are located in areas too far distant from either public or private institutions of higher learning for daily commuting. An exception of this statement may be considered in Pinellas County where the privately operated University of Tampa is only twenty-five to thirty miles from St. Petersburg. There are a number of

⁹ See Albert B. Martin, "Cost of Administration, Instruction, and Maintenance of Public Junior Colleges in the United States," Unpublished Doctor's Dissertation, University of Texas, 1949, pp. 180-181.

small business schools which may fulfill the needs of some youth; however, the enrollments in all of these schools are small.

There is a vocational-technical school, publicly operated in three of the four areas. In all cases these schools are serving youth and adults who have already graduated from high school; some students have taken college work.

Negro institutions of post-high school level are not within two hundred miles of the Negro junior college, unless the students attend schools in Alabama.

These five public junior colleges in Florida at the present time serve needs that are not met in their localities by any other institutions. The work of the vocational-technical schools is in a large measure within the scope of generally accepted functions of the junior colleges. The coordination of the programs of these two public institutions should prove of value to the entire post-high school program.

CHAPTER VII

RECOMMENDATIONS FOR PUBLIC JUNIOR COLLEGES IN FLORIDA

The previous chapters of this study have analyzed the philosophy upon which the development of public junior college education is built. The six basic assumptions discussed in Chapter II, the development of public junior colleges both as preparatory for professional education and as terminal or capstoning general and vocational education, the place of the public junior college in adult education, and the need for this type of education in Florida have been pointed out.

In Chapter V considerations for the plan for public junior colleges in Florida were discussed. Keeping in mind that one of the criteria for establishing public junior colleges in this state is the need for ^{such an institution as indicated through} a survey by competent educators in each instance, this chapter will point to some of the directions public junior college education may take in Florida. The first sections of this chapter will discuss the general aspects of the organization, administration, and financing of these institutions and the latter sections will recommend possible locations for public junior colleges under the present Florida law. These locations are not to be considered as final. To do so would be to ignore the major criterion of establishment as developed in this

study, that of a survey for each location. These public junior college recommendations should be understood in the light of overall planning.

District Organization

The value of local control has been pointed out, and the method of retaining this control has been discussed. The junior college should be considered a part of the public school system. With local control and integrated as a part of the public school system, the public junior college may develop to meet the needs of each locality.

It is logical that to fulfill these conditions of local control the county board of public instruction should control the junior college in the same manner as this board controls the kindergarten, the elementary school, the junior high school, and the senior high school. In the State of Florida where schools are organized on the county unit basis, it is also logical that junior colleges become part of this organization.

Districts for the junior college should be the same as for other schools; however, it is obvious that many counties will find themselves unable to supply the number of students needed for an efficient junior college. There are counties which find it difficult to support the better type of high school.¹ It is uneco-

¹See National Commission on School District Reorganization, Your School District, pp. 82-88.

nomical both in terms of finance and in terms of value to youth to establish a junior college in every county.

The present plan written into the law permits certain contiguous counties to establish a junior college by joint resolution of the county boards. This action established a new type of district. It is not a junior college district in the sense that it has control over the junior college in any way except financial support. This district is similar to the intermediate district experiment in New York State, with two exceptions. First, the district thus formed has no responsibilities other than junior college education; and second, the legal control of the institution remains in the hands of the county board having jurisdiction over the county in which the junior college is located.

There has not been enough use of this type of district to determine its feasibility as a permanent type of structure for junior college administration. Thus far cooperating county boards have had very little disagreement over the operation of junior colleges, but since only one county in each group of cooperating counties has any real control authority, possibilities exist for friction and for disintegration of the multiple-county district. This type of district violates a principle of democratic local control in that the cooperating counties contribute money for the support of a local institution over which they have no legal control. The basis for creating such a district is, on the other

hand, founded upon a principle of unified administration and is designed to prevent super ad hoc districts which are not connected with the rest of the public school system. The contributing counties may be considered as paying tuition to the county of location for their children to attend the junior college.

If the contributing counties are to have greater participation in the operation of the junior college, a more conscious use of the advisory committee seems necessary as a method of control. This study has indicated that the advisory committees have been uncertain as to the extent of their responsibilities and have as a result of this done very little in the way of formulating policies or making recommendations. The influence of the contributing counties in a multiple-county junior college district may be extended through this advisory committee.

Recommendations

The present policy of local control by the establishment of junior colleges as a part of the county public school systems should be retained. In those counties which do not have sufficient population or resources to support a junior college, the privilege of combining with other contiguous counties should be extended. Further research on this type of district is essential before it is fully accepted as the permanent organizational structure for junior colleges in Florida.

The advisory committees should have guidance in assuming

their duties and much of the responsibility for determining policies with respect to the operation of the junior college should be placed in their hands subject, of course, to the final approval of the county board in control.

Relationship with the Rest of the School System

It has been pointed out that the 6-4-4 plan, although recommended by many authorities, has been accepted in only a few places. The reorganization of junior high schools as well as senior high schools seems a barrier to this plan difficult to ignore. It has also been pointed out that separate two-year institutions are expensive in per student cost unless they reach enrollments above five hundred.

In order that the development of public junior colleges may not be held back while waiting for a reorganization of the secondary schools, it seems entirely practical as well as advisable to organize junior colleges on a two-year basis except in those places where a survey indicates a four-year institution to be a better type of organization. In those areas where large junior colleges are expected and where a number of high schools are present as sources of junior college students, the two-year junior college organized as a separate institution seems advisable.

The variety of community functions possible in both terminal and the adult programs as well as in the preparatory program

may prove this type of junior college to be the most practical for most locations in Florida.

The junior college program of guidance should be integrated with the high schools in the area served by the junior college. This is a major problem in all sections of the state and should have a great deal of attention as the development of public junior colleges continues.

Many of the functions of the junior college such as terminal and adult education are at the present time being carried on by vocational-technical schools. These schools are publicly supported and often duplicate courses offered in the junior college. In some counties agreements have been worked out whereby cooperation in course work is present. To allow these two institutions, vocational-technical schools and junior colleges, to develop simultaneously, duplicating work and, perhaps, at some time even competing for students is not only poor administrative practice but also expensive and inefficient for those counties and in no way guarantees a better education for the youth. The work of the vocational school which is of high school level should be continued as a part of the high school program; however, if present trends are continued much of this work will be placed at the junior college level.²

There are those who argue that junior colleges should not

² See U. S. Consulting Committee on Vocational Technical Training, Vocational Technical Training for Industrial Occupations (Vocational Division Bulletin No. 228, Vocational Technical Training Series No. 1), p. 280.

be established until the elementary and the high schools are perfected. As was pointed out in Chapter III, this argument has been previously used in opposition to the development of the high school and is also used against the acceptance of many new ideas in education. If the development of a system of junior colleges is held back until perfection is achieved in grades one through twelve, in all probability junior colleges will never be established. In fact, this study has shown that an ideal secondary school system is incomplete without the junior college. The need for continued education beyond the high school is becoming more and more necessary for our youth. Opportunity for education at the junior college level should be developed along with grades kindergarten through twelve and not after or instead of these grades.

Recommendations

Public junior colleges should be organized on the two-year basis in Florida either in association with the high school or as a separate institution, except in those areas designated, as the result of a survey, to be practical for the 6-4-4 plan. Special attention should be paid in all instances to the function of guidance in the junior college and in the high school years preceding the junior college. No new vocational-technical schools should be established as separate institutions and the post-high school and adult work of the vocational school and the junior college should

be combined. Junior colleges should be developed along with the other grades as a part of the plan for educating the youth of Florida.

Finance

It has been pointed out that cost per student in the junior college is higher than in the elementary and secondary schools in order to purchase an educational program of equivalent quality. The reasons for this are not explored in this study but comparative statistics indicate that the fact is nevertheless true.

The present program of state aid is based upon equal amounts for all phases of the educational program. If this practice is to be continued, additional funds must come from some other source if junior colleges are to develop effective programs.

Tuition fees should be eliminated since such fees are incompatible with free public education. Koos and others have pointed out that such fees keep many youth from attending.³ If the junior college is to develop as a part of the system of free public education, tuition fees should not be the method of obtaining the additional revenue needed for a junior college program.

³Leonard V. Koos, "How to Democratize the Junior College Level," School Review, LII, 5 (May, 1944), 271-284. Also Walter C. Eells, The Junior College, pp. 535-537.

Local effort for public junior colleges in Florida is low when compared with other states supporting public junior colleges.⁴ It seems practical to suggest that some of the needed revenue could come from an additional local levy beyond that required for the Minimum Foundation Program. The amount of this levy would be determined by the needs of the junior college but plans presented for approval of the State Board of Education should indicate that the levy along with other sources will provide sufficient funds for an effective junior college.

The constitutional limitation on local millage for educational purposes is twenty mills in Florida.⁵ This limitation when originally passed was designed to support grades one through twelve. In those counties which are taxing to the limit of this millage it would be impossible to increase the local support for public education unless this limitation were removed. The proposed constitution for Florida recommends this limitation on millage be removed "in the interest of better education."⁶ It seems logical that provision might be made for an additional local levy for the support of public junior colleges as well as the support of public kindergartens beyond the limitation set for grades one

⁴Galen Saylor, Junior College Studies, Table 4, p. 83.

⁵Florida, Constitution of the State of Florida, 1885 (1949 edition), Article XII, Sections 8, 10.

⁶Florida State Bar Association Constitution Committee, Proposed Constitution for Florida, p. 34.

through twelve. Consideration should be given to either raising this limitation or removing it entirely.

Neither the present law nor the present State Board regulations specifically define the attendance unit for a junior college student. Students must be counted as are high school students on the basis of average daily attendance. The schedule of classes for junior colleges is based upon the semester hour or the quarter hour requiring attendance only three to five days per week, making the high school method of counting daily attendance impractical in the junior college.

If the Minimum Foundation Funds were apportioned on the basis used by other states in supporting the public junior college program additional money would be available for junior college use from state appropriations. California defines a unit of average daily attendance in the junior college for one year as 525 hours.⁷ This figure is generally based upon fifteen hours per week for thirty-five weeks of school per year; however, it allows the junior college to obtain attendance credit for students attending more than fifteen hours per week. Texas allows for a full-time student as one who carries fifteen hours of work.⁸ State aid for junior colleges is based on this figure. Both of these methods of

⁷S. V. Martorana, "Recent State Legislation Affecting Junior Colleges," Junior College Journal, XI, 5 (January, 1950), 242.

⁸Ibid., p. 245.

counting students are specifically adapted for junior college apportionments.

Once the method for determining the attendance unit of a full-time student is determined, it is then necessary to determine the number of students per teacher upon which the instruction unit is based. The Minimum Foundation Program defines an instruction unit as seventeen pupils in approved schools with an ADA less than sixty, twenty pupils in approved schools with an ADA of sixty to eighty-nine pupils, twenty-two pupils in approved schools with an ADA of ninety to 119, twenty-five pupils in schools with an ADA of 120 to 199, twenty-six pupils for those with an ADA of 200 to 299, and twenty-seven pupils for those with an ADA of three hundred or more.⁹

Joyal in a study of junior colleges in California reported:

These judgments supported by questionnaire⁷ showed that the size of class for nearly all junior college subjects is as follows: maximum, 30; optimum (mean and/or mode), 20; and minimum, 10 . . . and it was found that for most subjects the optimum teaching load is 15 hours per week, and the maximum, 18.¹⁰

Simms reports that Colorado bases an instruction unit in the junior

⁹Laws of Florida, 1947, General Laws, Vol. I, Section 236.04, Paragraphs 1, 2.

¹⁰Arnold E. Joyal, "Factors Relating to the Establishment and Maintenance of Junior Colleges, with Special Reference to California," Unpublished Doctor's Dissertation, University of California, Berkeley, 1931, pp. 44f.

college upon seven pupils.¹¹ Eells recommends a student-faculty ratio of not more than twenty to one.¹² If state aid were based upon this figure for an instruction unit, the amount would be increased by approximately 30 per cent.

Recommendations

A local effort for junior college education should be required in addition to the Minimum Foundation Program. This effort in addition to the state support available should be enough to assure an effective junior college program. It has already been shown that this will cost approximately \$300 to \$400 per student enrolled in the junior college in terms of purchasing power of the 1949 dollar. Tuition fees should be eliminated for the junior college student as soon as is practical. The full-time student unit should be defined upon a basis of thirty semester hours per regular school year or upon some more equitable figure determined by research and experience, and consideration should be given in determining instruction units for the junior college to those recommendations which establish the student-faculty ratio for a junior college of twenty to one. A suggested method might be as follows: for junior colleges with less than two hundred full-time students, an instruction unit based on eighteen full-time students as defined above; for those with 200 to 299 students, an instruction unit

¹¹Charles Wesley Simms, The Present Legal Status of the Public Junior College, p. 50.

¹²W. C. Eells, op. cit., pp. 398-400.

based on twenty full-time students; and for the junior colleges with three hundred pupils or more, an instruction unit based on twenty-two full-time students.

Locations in Florida

As has been pointed out, the public junior college may be established in Florida only in those counties with a population of fifty thousand or more according to the most recent state or federal census, or in contiguous counties totaling fifty thousand people or more. This section of this study indicates recommended locations under this present law using the 1945 State Census. The 1950 Census will no doubt place several other counties in the fifty thousand population class. Therefore, these recommended locations are tentatively established keeping in mind that a junior college should not be established until a survey by the State Department is made in each instance immediately prior to establishment, and that these recommendations are made in terms of long-time planning.

Koos in the Maryland study indicated that based upon mid-western situations;

. . . the average proportion of junior college enrollments to high school enrollments was one-third; that is, the minimum junior college enrollment was expected, on the basis of average experience in free-tuition institutions in the region to be about a third of the four-year high school enrollment in the community.¹³

¹³ John Dale Russell (Director), Higher Education in Maryland, pp. 285-286.

Experience in Florida junior colleges indicates this figure to be high even in those two communities with the older institutions; however, if more complete programs were offered and tuition rates lowered or eliminated the ratio might approach this estimate. This estimate also does not take into account adult programs in the junior college; however, for purposes of estimating the size of a public junior college the full-time student enrollment is, perhaps, as good a guide as any number.

The most generally accepted recommendations for size require enrollments of 150 to 200 students as a minimum. California recognizes a figure of four hundred students as being a desirable minimum.¹⁴

For purposes of recommending locations in Florida a probable enrollment may be obtained by applying the ratio developed by Koos to senior high schools. (The enrollment figures in Florida schools are commonly broken down into grades ten-through-twelve rather than nine-through-twelve.) This ratio of one-third applied to senior high school enrollments is believed to be indicative of possible future enrollments in the junior colleges because (1) the present college resident enrollment in Florida is comparatively low (see Tables XXVI and XXVII); (2) the per cent of youth fourteen to seventeen years of age who are working has been decreasing (see

¹⁴Hugh G. Price, "Planning for Public Junior College Development Through State and National Surveys," Junior College Journal, XX, 1 (September, 1949), 18.

Table XVI); (3) the population of Florida is increasing with the largest increase in the numbers of youth; and (4) the combined enrollments of the post-high school program of the vocational schools and of the junior college in most locations equal a number very near the one-third ratio figure. These factors indicate that junior colleges may expect an eventual enrollment near this estimated enrollment if complete programs are offered and tuition fees are eliminated. Two hundred students should be considered as the minimum number of full-time students. No estimates will be made of the adult program.

One-County Organizations for White Students

For simplification these following sections will deal only with locations for junior colleges for white students. The junior colleges for Negroes will be considered in a later section.

There are ten counties listed in the 1945 Census with populations of fifty thousand or more. These are Dade, Duval, Hillsborough, Pinellas, Polk, Palm Beach, Escambia, Orange, Volusia, and Broward.

Dade. The high school enrollment of white youth indicates a possibility of over 3,900 students in a public junior college in this county. The presence of the University of Miami in the community will have only a limited effect on this enrollment since the preparatory function which parallels the university's first two years should be only a small part of the program. Some of the vocational-technical work which is at present taught in the public

vocational school should become a part of the junior college program.

Duval. High school enrollment of white youth indicates, using the one-third ratio, a public junior college of 1,700 students in Duval County. While a private junior college is located in Jacksonville at the present time, a public one could offer a wider opportunity at a lower cost to the students. Some of the vocational school work should become part of a public junior college located here.

Hillsborough. A junior college enrollment of over 2,100 students could be expected in Hillsborough County. The University of Tampa, a private institution, offers a four-year course to students in this area; however, a public junior college could make available opportunities in the terminal as well as the preparatory fields that are not possible at the present time. The public vocational school already in operation may transfer some of its present work to the public junior college.

Pinellas. A public junior college is already in operation in this county. The eventual enrollment of this institution should be over one thousand students. The combination of present junior college work and the vocational-technical school work under one program should increase the enrollment and the service of this junior college.

Polk. A public junior college in this county could be ex-

pected to enroll over nine hundred students according to the enrollment in grades ten through twelve in this county. Florida Southern College is located in Lakeland but, as has been pointed out, such institutions have a very different function from that of the public junior college.

Palm Beach. A public junior college has operated in this county since 1933. According to the ratio being used, a student enrollment of 670 students could be expected. The present enrollment of the junior college and of the public vocational school in areas of post-high school work totals over eight hundred students. The combination of these two functions under one program seems highly desirable.

Escambia. A public junior college has been located here since the fall of 1948. The enrollment should be over seven hundred students according to the estimate. Some of the work of the vocational school in this instance could be combined under a single program of the junior college.

Orange. A public junior college enrollment of over seven hundred students could be expected here. The private junior college in this area, Orlando Junior College, was originally planned as a public institution. Consideration should be given, if it is the desire of the trustees of this institution, that the county may assume responsibility for operating this institution. Any plans for a junior college in this area should include plans for

enlarged service of the vocational school located in Orlando.

Volusia. Although the total population of this county is lower than eight other counties in the state, the number of students enrolled in high school is higher than three of them. Over seven hundred students could be expected in this county. John B. Stetson University, a private institution, is located in Deland and offers a four-year college course. Vocational work has already been begun in Daytona Beach and the possibility of the single program of a junior college here seems desirable.

Broward. This is a fast growing county and has a high school enrollment which indicates about four hundred students in the junior college. Even though the county is between Dade and Palm Beach Counties, the increasing population in this area indicates a need for a public junior college here.

Two Counties Organized for White Students

Under the present law two or more contiguous counties may combine for the purposes of supporting a junior college. It has been indicated that the majority of students do not travel more than ten miles to the junior college; however, in the instance where public transportation is furnished, more students avail themselves of the opportunity to attend the junior college. These suggested locations will assume that public transportation is to be provided to students traveling not more than one hour each morning

or evening to the junior college.¹⁵

Two of the public junior colleges maintain dormitories at the present time. Whether this is to become a permanent part of the junior college program is a question of policy not yet decided by the State Board of Education. In order to equalize opportunities for this type of post-high school education, some form of subsidation for students living in sparsely settled areas is necessary. This could be done through dormitory facilities furnished at a very low rate or by direct payments to such pupils. No provision is made for either of these methods in the present law; therefore, for purposes of this discussion the problem of housing will be assumed to be an individual problem.

The only area where it seems advisable for two counties under the present law to combine to establish a junior college is the Bay-Gulf area.

Bay-Gulf. This area could expect an enrollment of over 320 students in a public junior college. The location should be in Bay County since most students live in that county.

Three Counties Organized for White Students

It should be pointed out that the distance from home to junior college for youth living in these proposed units of more than two counties will in some instances discourage attendance. The probably enrollments of these institutions will undoubtedly

¹⁵See National Commission on School District Reorganization, op. cit., p. 82.

be lower than an estimate based upon the same ratio as one or two county units. These locations are suggested as a method of equalizing opportunities for post-high school education and are to be considered as a part of long time plans rather than immediate ones.

Areas where three contiguous counties equal fifty thousand population and where it seems advisable to establish a junior college are: Washington-Jackson-Calhoun, Manatee-Sarasota-De Soto, and Lake-Sumter-Marion.

Washington-Jackson-Calhoun. These three counties are at the present time supporting Chipola Junior College located in Jackson County. Public transportation is not as yet furnished from Washington and Calhoun Counties. Dormitories are rented to students living on the campus. Approximately 430 students may be expected in this institution.

Manatee-Sarasota-De Soto. A public junior college could be supported by these three counties, probably located in Bradenton and an enrollment of over 560 students could be expected here.

Lake-Sumter-Marion. A junior college supported by these three counties, possibly located in Leesburg, would serve the needs of approximately 640 youth.

Four Counties Organized for White Students

Areas where four counties with fifty thousand or more population may combine to support a junior college with few students

riding more than one hour each way per day are: Columbia-Union-Baker-Suwannee, Clay-St. Johns-Putnam-Flagler, and Charlotte-Lee-Glades-Hendry.

Columbia-Union-Baker-Suwannee. A public junior college located in Lake City could serve the area of these four counties. The high school enrollment indicates a full-time student enrollment here of more than 350 students.

Clay-St. Johns-Putnam-Flagler. A public junior college located in Palatka would serve this area from a central location. Approximately 320 students could be expected in this location.

Charlotte-Lee-Glades-Hendry. A public junior college could be located in Ft. Myers educating approximately 270 students using the one-third ratio.

Five Counties Organized for White Students

A five county junior college might be established in Vero Beach to serve the counties of Indian River, St. Lucie, Martin, Brevard, and Okeechobee. Although the pupils in the northern end of Brevard County are closer to Daytona Beach or Orlando, they could make the trip to Vero Beach with the rest of the county on excellent roads. There is not enough population in the other counties to establish a junior college here without including Brevard County.

Summary of Locations for White Students

These locations for junior colleges are based upon the population criterion established by law and upon the feasibility

of daily commuting to the junior college in multiple-county recommendations. Table LIII summarizes these eighteen locations.

TABLE LIII
RECOMMENDED LOCATIONS FOR EIGHTEEN PUBLIC JUNIOR COLLEGES
IN FLORIDA

Recommended Location	County or Counties	Students ¹	Schools ²	Greatest Distance Miles ³
Miami	Dade	8,782	8	20
Jacksonville	Duval	5,072	6	20
Tampa	Hillsborough	6,387	9	20
St. Petersburg	Pinellas	3,206	5	30
Winter Haven	Polk	2,773	10	31
West Palm Beach	Palm Beach	2,023	7	45
Pensacola	Escambia	2,130	5	42
Orlando	Orange	2,082	5	14
Daytona Beach	Volusia	2,182	7	43
Ft. Lauderdale	Broward	1,190	3	10
Panama City	Bay Gulf	847) 124)	971 2) 3	— 36
Marianna	Jackson Washington Calhoun	756) 286)1,269 227)	8) 2)14 4)	24 42 49
Bradenton	Manatee Sarasota De Soto	790) 695)1,696 211)	1) 2) 4 1)	— 31 54

¹Total high school students 1947-48.

²Number of high schools 1947-48.

³Greatest distance from high school to junior college.

TABLE LIII (Continued)

RECOMMENDED LOCATIONS FOR EIGHTEEN PUBLIC JUNIOR COLLEGES
IN FLORIDA

Recommended Location	County or Counties	Students ¹	Schools ²	Greatest Distance Miles ³
Leesburg	Lake	767)	7)	17
	Marion	879) 1,966	10) 20	51
	Sumter	320)	3)	31
Lake City	Columbia	358)	3)	25
	Union	122)	1)	21
	Baker	188) 1,052	3) 10	28
	Suwannee	384)	3)	22
Palatka	Putnam	436)	3)	32
	Clay	140)	1)	24
	St. Johns	337) 970	2) 7	26
	Flagler	57)	1)	24
Ft. Myers	Lee	559)	3)	26
	Charlotte	87)	1)	23
	Glades	44)	1) 7	57
	Hendry	138)	2)	60
Vero Beach	Indian River	299)	2)	18
	St. Lucie	335)	1)	15
	Martin	149) 1,261	1) 9	33
	Okeechobee	85)	1)	51
	Brevard	393)	4)	73

¹Total high school students 1947-48.²Number of high schools 1947-48.³Greatest distance from high school to junior college.Recommendations for White Students in Other Counties

The law prohibits the establishment of public junior col-

leges in Leon and Alachua Counties. These two counties are central in respect to other counties and could provide a junior college program for youth who live within the specified counties as well as those surrounding. It is, however, the purpose of this section to indicate possible locations within the present law. Keeping this in mind, the following recommendations are made for those counties not mentioned in the locations above (see Table LIV).

TABLE LIV

RECOMMENDATIONS FOR COUNTIES NOT INCLUDED IN TABLE LIII

County	Schools ¹	Students ²	Recommended Attendance in:	Greatest Distance Miles ³
Santa Rosa	5	442	Pensacola	51
Okaloosa	6	466	Pensacola	72
Walton	2	352	Panama City	84
Holmes	4	427	Marianna	52
Liberty	1	88	Marianna	34
Gadsden	4	376	Marianna	64
Leon	2	1,081	Marianna	77
Franklin	2	137	Panama City	87
Wakulla	2	116	Marianna	102
Jefferson	2	124	Lake City	83
Taylor	2	245	Lake City	87
Madison	3	293	Lake City	69
Hamilton	3	198	Lake City	40
Lafayette	1	107	Lake City	42
Dixie	1	126	Lake City	59
Gilchrist	2	130	Lake City	50
Levy	5	230	Lake City	101
Alachua	8	879	Lake City	63
Bradford	1	245	Lake City	36
Nassau	5	240	Jacksonville	34
Citrus	2	146	Leesburg	49
Hernando	1	128	Tampa	45
Pasco	3	431	Tampa	35
Seminole	3	422	Orlando	21
Osceola	2	262	Orlando	27
Hardee	1	272	Winter Haven	35
Highlands	3	384	Winter Haven	70
Collier	3	96	Ft. Myers	73
Monroe	1	327	Miami	159

¹Number of high schools 1947-48.²Total high school students 1947-48.³Greatest distance from high school to junior college.

In some instances, as in the case of Santa Rosa County (see Chapter VI), the county may cooperate with another contiguous county even though the population criterion does not require it. This may be true especially in the instances of Holmes, Liberty, Hamilton, Gilchrist, Lafayette, Bradford, Nassau, Citrus, Hernando, Pasco, Seminole, Osceola, and Hardee Counties. Most of the pupils in these counties are within fifty miles of the junior college location recommended for their attendance.

Recommendations

Consideration for the establishment of eighteen public junior colleges should be given to the locations listed in Table LIII. Public transportation or an allowance in lieu of transportation should be furnished all pupils living within these counties from their homes to the junior college. The feasibility of dormitories should be investigated and some means of subsidization for students living too far for daily travel, i.e. more than one hour per day each way, should be planned. Other counties desiring to cooperate in the operation of the junior college should be permitted to combine their efforts with those counties establishing a junior college if they so desire. A method should be devised to allow these counties to pay their share of the local expense in the operation of the junior college. Planning by the State Department of Education should include a means of giving all youth in Florida opportunity for continued education through the fourteenth grade.

Changes Needed in the Law

The two counties of Alachua and Leon, particularly because of their central location in regard to surrounding counties should be permitted to establish programs in this phase of education. Such programs should not duplicate the work of the state universities but should concentrate on those areas which are not taught in the universities. The approval for establishing these institutions should be left to the State Board of Education and not prohibited in the law.

The requirement of fifty thousand population is without precedent in junior college laws (see Chapter IV) and forces some odd combinations of county support which may be impractical for certain sections of the county. The judgment as to whether an area is able to support a junior college should be generally left to the survey of the State Department of Education and the approval of the State Board of Education. This criterion should be deleted from the law.

Junior Colleges for Negro Students

The Constitution of Florida, as well as the custom of the Southern states, require a dual system of education at all levels. While this will make the provision of equal opportunity for all youth at the junior college level more expensive to the state, it is necessary to provide separate junior colleges for Negroes in Florida.

The location of junior colleges for Negroes is a more difficult problem than location for white students. Negro youth make up a varying proportion of the high school enrollments in each county. The percentage of Negroes in each county varies widely (see Table XXII). Subsidisation of Negro youth will be necessary in many instances if opportunity is to be equalized among the counties.

Table LV indicates eight possible locations for Negro junior colleges. If public junior colleges were established in these places, surrounding counties could send their Negro youth to these colleges until sufficient local enrollment made a local institution practical.

TABLE LV
POSSIBLE LOCATIONS FOR PUBLIC JUNIOR COLLEGES
FOR NEGRO STUDENTS IN FLORIDA

County	Number of Negro Youth Grades 10-12, 1947-48	City Recommended for Location
Dade	1,407	Miami
Duval	1,319	Jacksonville
Hillsborough	1,159	Tampa
Escambia	691	Pensacola
Palm Beach	565)	West Palm Beach
Broward	224) 789	
Volusia	406)	Sanford
Seminole	153) 965	
Orange	406)	
Marion	349)	Gainesville
Alachua	378) 727	
Gadsden	288)	Quincy
Leon	548) 736	

These locations are based upon the population criterion set in the law, the estimated number for attendance based upon the one-third ratio and based upon the enrollment of Washington Junior College in Pensacola, and upon an attempt to spread the locations over as wide an area as is possible.

The experience of Washington Junior College in Pensacola may indicate the value of the 6-4-4 plan for junior colleges for

Negroes. A majority of the counties in Florida have only one high school for Negroes, making the 6-4-4 plan more easily adapted to those counties. The single four-year college for Negro youth is in Tallahassee. Private institutions at Jacksonville, St. Augustine, and Daytona Beach make up the remaining opportunities for post-high school education for Negroes in the state. The need for more institutions, especially those teaching phases of terminal education, is obvious for most of the counties of Florida.

Recommendations

Public junior colleges for Negroes should be established in those areas where the high school enrollment of Negro youth is greatest. The locations suggested in Table IV demonstrate that these institutions should be placed in counties that are central to the other counties as far as is possible. The experience of Washington Junior College in the use of the 6-4-4 plan should be considered as a possible guide for development of these institutions. Terminal curriculums should be developed in these institutions based upon the needs in those areas of the state where the junior college is located. The policy of subsidisation for Negro youth from areas which cannot establish junior colleges should be studied as a means of equalising post-high school opportunity.

Summary

Basing recommendations for the plan of developing public junior colleges in the State of Florida upon the philosophy of the public junior college, the development of the functions of public junior colleges, and the need for these institutions in Florida, the following recommendations have been developed:

1. The present policy of local control over junior colleges established as a part of the county public school systems should be retained.
2. A large portion of the responsibility for determining policies with respect to the operation of the junior college should be placed upon the advisory committee of each junior college, subject to the approval of the county board.
3. The multiple-county district should be used for counties with populations insufficient for efficient junior college operation. The control of this multiple-county district should be left in the hands of the county board responsible for the county in which the junior college is located until research and experience may indicate a better plan.
4. Public junior colleges should be organized in Florida on the two-year basis either in association with a high school or as a separate two-year institution,

- except in those areas designated as the result of a survey to be practical for the 6-4-4 plan.
5. Special attention should be paid to continuous guidance and to the integration of the junior college program with the rest of the school system.
 6. No new vocational-technical school should be established as a separate institution. The combination of the programs of the junior college and the vocational school in all possible instances is desirable.
 7. Junior colleges should be developed along with the other grades as a part of the plan for educating the youth of Florida.
 8. Local effort in addition to the Minimum Foundation Program should be required in accordance with the needs of the junior college.
 9. Tuition fees should be eliminated as soon as is practical.
 10. The instruction units for the junior college should be based upon a student-faculty ratio lower than that set for grades one through twelve, probably twenty to one. The definition of a full-time student for purposes of determining instruction units should be clarified; a suggested definition would

- designate a full-time student as one who takes thirty semester hours per regular school year.
11. Consideration under the present law should be given for establishing eighteen white public junior colleges. Public transportation should be furnished for pupils living in the outlying areas of those counties supporting the junior college.
 12. Subsidization for youth living too far away for daily commuting should be considered as a means of equalizing opportunity.
 13. The planning of the State Department of Education should include ways and means for all youth in Florida to have the opportunity for continued education through the fourteenth grade. This planning should include suggested procedures for counties which are not supporting public junior colleges to participate in support in order that equal effort may be made by all counties.
 14. Changes in the law relative to organization seem necessary. These changes should leave the final decision for establishment of junior colleges to the State Board of Education based upon recommendations of a survey by competent educators. The elimination by law of Alachua, Leon, and those counties under

fifty thousand population from participating in the program of public junior colleges does not seem necessary or advisable.

15. Public junior colleges for Negroes should be established in those areas where high school enrollment of Negro youth is greatest and in counties that are central in location to other counties as far as possible. Eight locations are suggested as possibilities for establishing these public junior colleges.
16. The experience of Washington Junior College in Pensacola should be studied in developing these institutions for Negroes. The possibilities for a 6-4-4 organization for these systems should be investigated.

CHAPTER VIII

SUMMARY OF FINDINGS AND RECOMMENDATIONS

This study has analyzed the assumptions upon which public junior college education is based; it has traced the development of public junior colleges; it has analyzed the criteria used for establishing these institutions; it has developed the considerations necessary for a public junior college plan in Florida; it has surveyed existing public junior colleges in the state, and, finally, it has proposed recommendations for the long time planned growth of these institutions in Florida.

It is not necessary to recount the findings of this study in their entirety; however, this final chapter will emphasize the major conclusions of the study, the most important recommendations, and will give suggestions for further research in the public junior college area.

Assumptions

Certain assumptions are basic to the development of public education in the United States. These assumptions and one additional one may be also applied to the development of public junior colleges. For simplification these assumptions have been designated as the Value to Democratic Government Assumption, the Value to Society

Assumption, the Equal Opportunity for the Individual Assumption, the State Responsibility Assumption, the Local Control Assumption, and the Post-High School Education Assumption.

These have all been applied to the step by step development of increased opportunity for free public education in the United States. If they are acceptable, the continued growth of the public junior college is inevitable as well as desirable.

Development of Public Junior Colleges

Public junior colleges of recent years have developed far more rapidly than private ones. The greatest increased enrollments have been found in these institutions. The junior college has developed over the past fifty years in a manner very similar to the early development of post-common school education. The change from privately controlled academies to public high schools was not generally accepted at first and arguments proposed against extension of public education to the high school level were very similar to those now proposed against extended programs of public junior colleges.

The logical extension of public junior colleges falls within the phase of education generally conceived to be secondary in character. While this term has not been generally applied to the first two years of college, many leaders in the field of college education have indicated a definite break between the first two years and the

last two years. Accepting this break as desirable, the public junior colleges have generally been considered as the logical capstone of the public secondary system.

Over a period fifty years functions peculiar to junior college education have developed. These functions have been designated as terminal, preparatory, and adult education. Some of these functions have been accomplished through a variety of institutions, both public and private. In the interests of effective and efficient administration, as well as a more comprehensive post-high school program, the public junior college should assume the coordination of many of these functions. Special attention should be given to vocational schools developing parallel to other forms of public education to determine if the post-high school phase of this type of school may not be a part of the junior college program.

Guides are derived for junior college education founded upon the basic assumptions presented in this study and upon the development of junior colleges. These guides are:

1. A public junior college should be a local institution, directly controlled by a board which is selected locally, offering two years of post-high school educational opportunities to the youth of the community, and also offering wide and varied opportunities for continued education to other members of the community beyond any school level

they previously may have attained; provided, that no courses offered for credit in the junior college should be above the level of the second year of college. This institution may be organized as a two-year separate unit or as a four-year unit integrated with the eleventh and twelfth grades.

2. A public junior college should equalize the opportunity for the youth as well as the adults of a community to develop into better functioning citizens.
3. Public junior colleges should be located in such a manner as to permit all persons who may benefit from the program of studies to be able to attend.
4. The public junior college should extend the public educational system so as to supplement and carry forward the educational levels previously reached by its students; it should be controlled and supported in the same manner as the remainder of the public school system.

Criteria

Certain criteria for the establishment of public junior colleges have been written into the laws of various states. Other criteria have been developed and defended by educators. These

vary widely in actual numbers involved and in means of determining sound locations; however, the main purpose of each of these studies and of these laws is to prevent establishment of expensive or weak junior colleges.

Since many of the factors have a varying value, this study recommends that the major criterion for establishing a junior college be a survey in each instance by competent educators and approval by the state authority for education. The state authority in deciding upon specific locations will probably find the criteria which have been developed for the establishment of secondary schools to be as valid as any.

Other criteria which should be kept in mind are:

1. A public junior college should be located in such a way that it will serve the largest number of prospective students within daily commuting distance.
2. There should be enough high school students within the area to be served by a proposed junior college to insure an economical and efficient operation of the institution.
3. It is essential that a state plan be formed in order to assure every youth in the state an opportunity to continue his education beyond high school. All junior colleges should be established in accordance with this plan.

4. The needs of the community in adult education and the feasibility of the junior college acting as a coordinating agency for these activities should be considered in planning junior colleges.
5. The unit of administration for the junior college should be large enough to permit economical and efficient operation of the institution.

Considerations for a Plan for Florida

In planning the development of public junior colleges in Florida certain general considerations should be kept in mind. These considerations should include (1) the need for this phase of education in Florida, (2) the present legal basis for developing public junior colleges, (3) the existing facilities in post-high school education, and (4) certain problems relative to establishing public junior colleges.

The need for junior colleges is evidenced by many of the same facts that are applicable to the United States as a whole. Such factors as an increasing median age of the population, a trend toward urbanization, changing occupational characteristics, and educational levels of the population are influential in the educational needs in Florida also. The varying characteristics of the counties of Florida make the problem of location more difficult than would be the case otherwise. The rapid increase in population in the state

makes these problems even more acute.

The present law of Florida permits the establishment of public junior colleges only in counties having a population of fifty thousand or more; however, it also provides that contiguous counties equaling this population criterion may combine to support a junior college. The law includes the junior college as a part of the Minimum Foundation Program provided the six mill local effort is increased by 5 per cent. The control is placed in the hands of the local county board, with the help of an advisory committee appointed for each institution by the State Board of Education.

The existing facilities in Florida in the area of post-high school education include five public junior colleges, five private junior colleges, three public universities, eight private colleges and universities, and varying facilities in vocational agriculture, home economics, trade and industry, and distributive education. The Florida Citizens Committee indicated that only 20 per cent of the high school graduates continued in these colleges and universities within the state, indicating a need for more facilities for the youth of Florida.

Problems relative to the types of districts, the method of financing, integration with the school system, control and advisory boards, and responsibility of the State Department of Education are important considerations in planning a program of junior college education in Florida.

The county unit district permits some counties to include junior colleges along with the rest of the school system. The formation of multiple-county districts for the purpose of supporting a junior college is similar to the intermediate district except for the method of control. Experience is necessary to prove practicability of this type of district.

The financing of the public junior college should be in keeping with the methods used in the locality and the state in which the junior college is located. Florida's Minimum Foundation Program includes the junior college when a county makes a required minimum of extra local tax effort. Figures on cost seem to indicate that junior college education is more expensive than the lower grades. Sources of revenue additional to the Foundation Program will be needed for Florida's junior colleges if equivalent quality is to be maintained in all grades kindergarten through fourteen. Some of this extra revenue should come from local funds and counties not directly supporting a junior college should be allowed to contribute their share of the local support.

The 6-4-4 plan has been received by many as a desirable organization of public education. This organization would foster many small junior colleges and would require a reorganization of the secondary schools. The plan has been accepted in only a comparatively few places in the United States thus far and many recent studies, although recognizing some of the advantages of the plan,

do not recommend its immediate adoption. For these reasons, junior colleges in Florida should be organized for the most part, at least for the present time, as two-year institutions.

The development of junior colleges is essential to a complete secondary school system. These grades should not be considered as extra but as an essential part of a local system of free public education.

The function of the advisory committee in junior college matters is not well defined in present practice. Local control by the county board with the aid of the advisory committee is already recognized by law in Florida. The methods of implementing this law are dependent upon these boards and committees.

The State Department of Education, being the only agency responsible for the state as a whole, should assume the responsibility of assuring equal opportunity for all youth in the state, preventing at the same time serious duplication of effort.

Present Public Junior Colleges in Florida

Although Palm Beach County established a public junior college in 1933, the development of public institutions of this type in Florida has been recent. Private institutions at St. Petersburg, established in 1927, and at Marianna, Chipola Junior College established in 1947, have been taken over by their respective counties since the adoption of the Minimum Foundation Program

in 1947. Another public junior college has been established in Pensacola in 1948 under this program. One public junior college for Negroes is operating in Pensacola in 1949-50 with county support, the single public institution of this type in Florida.

The population, non-exempt assessed valuation, and school population of these areas supporting junior colleges vary widely although each satisfies the criterion of population established by law.

The student enrollment in these institutions totals 1,398 with approximately 82 per cent traveling less than ten miles each day to attend the institutions. Public transportation is furnished in part to three of the institutions. Dormitory facilities are furnished at two institutions. The majority of the high schools included in these areas are more than twenty-five miles from the junior college, although the largest high school in each area is within ten miles.

The county board of public instruction controls these junior colleges with the assistance of an advisory committee. Although the county boards seem generally satisfied with present control organization, half of the advisory committees are dissatisfied and indicate that they are not fully aware of their responsibilities.

The present methods of cost accounting used by the counties are not complete enough to give accurate cost per student in the junior college; however, the best available information indicates

that costs approach \$277.00 and \$320.00 per student enrolled. Percent distributions of sources of income indicate that slightly more than one-third of the current income comes from student and veteran fees. These tuition fees amount to approximately \$100.00 per year for each student.

The curriculums of these junior colleges are both preparatory and terminal in nature; however, the majority of the students are taking the preparatory curriculum, although many of them will not continue beyond the junior college.

The public junior colleges are located in places where the need for post-high school education is great because few other opportunities are near. The vocational school in each instance teaches many students who have graduated from high school; actually, at least 50 per cent of the enrollments of vocational schools are students taking post-high school work.

Recommendations

The following recommendations for a plan for public junior colleges in Florida are made:

1. The present policy of local control over junior colleges established as a part of the county public school systems should be retained.
2. A large portion of the responsibility for determining policies with respect to the operation of the junior

college should be placed upon the advisory committee for each junior college, subject to the approval of the county board.

3. The multiple-county district should be used for counties with populations insufficient for efficient junior college operation. The control of this multiple-county district should be left in the hands of the county board responsible for the county in which the junior college is located until research and experience may indicate a better plan.
4. Public junior colleges should be organized in Florida on the two-year basis either in association with a high school or as a separate two-year institution, except in those areas designated as the result of a survey to be practical for the 6-4-4 plan.
5. Special attention should be paid to continuous guidance and to the integration of the junior college program with the rest of the school system.
6. No new vocational technical school should be established as a separate institution. The combination of the programs of the junior college and the vocational school in all possible instances is desirable.
7. Junior colleges should be developed along with the other grades as a part of the plan for educating the

youth of Florida.

8. Local effort in addition to the Minimum Foundation Program should be required in accordance with the needs of the junior college.
9. Tuition fees should be eliminated as soon as is practical.
10. The instruction units for the junior college should be based upon a student-faculty ratio lower than that set for grades one through twelve, probably twenty to one. The definition of a full-time student for purposes of determining instruction units should be clarified; a suggested definition would designate a full-time student as one who takes thirty semester hours per regular school year.
11. Consideration under the present law should be given for establishing eighteen white public junior colleges. Public transportation should be furnished for pupils living in the outlying areas of those counties supporting the junior college.
12. Subsidization for youth living too far away for daily commuting should be considered as a means of equalizing opportunity.
13. The planning of the State Department of Education should include ways and means for all youth in Florida

to have the opportunity for continued education through the fourteenth grade. This planning should include suggested procedures for counties which are not supporting public junior colleges to participate in support in order that equal effort may be made by all counties.

14. Changes in the law relative to organization seem necessary. These changes should leave the final decision for establishment of junior colleges to the State Board of Education based upon recommendations of a survey by competent educators. The elimination by law of Alachua, Leon, and those counties under fifty thousand population from participating in the program of public junior colleges does not seem necessary or advisable.
15. Negro public junior colleges should be established in those areas where Negro high school enrollment is greatest and in counties that are central in location to other counties as far as possible. Eight locations are suggested as possibilities for establishing Negro public junior colleges.
16. The experience of Washington Junior College in Pensacola should be studied in developing these institutions. The possibilities for a 6-4-4 organization for

these systems should be investigated.

Suggestions for Further Study

There are many areas of research which have been suggested by this study. The most important seem to be:

1. An investigation of cost accounting procedures which may be used by the counties to compare junior college costs and to aid in determining methods of more efficient administration.
2. A study of junior college attendance areas to determine the most practical type of district for the junior college.
3. A comparison of the effectiveness of the 6-4-4 and the 6-3-3-2 plans in Florida.
4. The development of uniform methods of keeping records and statistics in the junior college.
5. An investigation of the immediate post-high school activities of youth in Florida.
6. An investigation of such problems relating to junior colleges as curriculum, training and selection of staff, public relations, plant facilities, library organization, and personnel organization.
7. Follow-up studies of graduates of public junior colleges, both in their continued college work and in their employment.

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APPENDIX I

Constitution of Florida, Article XIII; Section 1

Laws of Florida, 1947, General Laws, Vol. I, Chapter

23726, (No. 112), Sections 228.15; 228.16, (4);

236.04, (2), (5), (6), (7); 242.17; 242.41;

242.42; 242.43.

Laws of Florida, 1949, General Laws, Vol. I, Section

238.06, (5).

State Board of Education Regulations relating to the
organization of state supported junior colleges.

Constitution of Florida

Article XII, Section 1. Uniform system of public free schools. The Legislature shall provide for a uniform system of public free schools, and shall provide for the liberal maintenance of the same.

Laws of Florida General Laws 1947 Vol. 1. Published by authority of law.

Chapter 23726 (No. 112)

Section 1. Section 228.15, Florida Statutes, 1941, is hereby amended to read as follows:

228.15. CONTROL OF PUBLIC EDUCATION: ADVISORY COUNCIL. The general control of the public schools of the State shall be vested in the State Board. The direct control of the public schools of each county shall be vested in the county board of that county. The control of public higher education shall be vested in the Board of Control, subject to the provisions of Section 240.03, Florida Statutes, 1941, as amended. To aid in determining desirable standards and policies for education, in assuring satisfactory relationships among all phases of education, and in interpreting and promoting education throughout the State there is hereby created and established a lay advisory body to be known as the State Advisory Council on Education. This Council shall consist of seven prominent and representative citizens of the State appointed by the Governor for four year overlapping terms beginning July 1, 1947 with the terms so arranged that two expire each year for three successive years and one expires the fourth year. This Council shall meet at least twice each year to consider current educational problems and recommend to the State Board needed policies, standards and improvements; such recommendations to be summarized in reports to be made available to the public periodically. Members shall be reimbursed from funds appropriated for the State Department of Education for all expenses in attending meetings of the Council. The State Superintendent shall serve as executive secretary and shall keep all records of the Council. The State Advisory Council on Education shall have only advisory responsibilities and its duties shall in no way conflict with the powers and duties now assigned by law to the State Board and the Board of Control. If and when a lay non-ex officio State Board of Education is established by law for the supervision of all phases of education in the State, the State Advisory Council on Education shall be dissolved and abolished.

Section 2. Section 228.16, Florida Statutes, 1941, is hereby amended to read as follows:

228.16. SUPPORT OF PUBLIC SCHOOLS. The public schools shall be supported and financed as prescribed below and in

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Chapters 236 and 237; Provided, that no matriculation or tuition fees shall be charged pupils whose parents are bona fide residents of Florida, except as prescribed herein.

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(4) THIRTEENTH AND FOURTEENTH GRADES (JUNIOR COLLEGES). Junior Colleges and technical or vocational schools offering work in the thirteenth or fourteenth grades or schools offering ungraded work for persons regardless of age, when organized as a part of the public secondary school system in accordance with the provisions of law, shall be supported and maintained from funds derived from state, county, district, federal or other lawful sources or combinations of sources; Provided, that tuition, or matriculation fees may be charged only if and as authorized by regulations of the State Board.

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Section 29. Section 236.04, Florida Statutes, 1941, as amended by Section 1 of Chapter 22537, Laws of Florida, Acts of 1945, is hereby amended to read as follows:

236.04. PROCEDURE FOR DETERMINING NUMBER OF INSTRUCTION UNITS. The number of instruction units for instructional personnel for elementary, junior, and senior or four-year high schools, in each county, and for kindergartens and grades 13 and 14 in counties which meet the requirements of law for instruction for such groups, shall be determined from the average daily attendance in the public schools of the county for the preceding year and from reports on instructional personnel for the ensuing year in the manner prescribed below, provided the attendance of students may not be counted more than once in determining instruction units; and provided, further, that when a junior college is being organized or taken over by the county board as prescribed by law instruction units for the first year shall be allotted on the basis of the average daily attendance of students for the first month of that school year:

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(2) UNITS FOR OTHER ELEMENTARY, JUNIOR, SENIOR, OR FOUR-YEAR HIGH SCHOOLS AND FOR THE THIRTEENTH AND FOURTEENTH GRADES

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(JUNIOR COLLEGES). Instruction units shall be computed as prescribed below for all other schools and for the thirteenth and fourteenth grades (junior colleges) when authorized as provided by law:

- (a) For the attendance in all schools in the county having an average daily attendance of one hundred and twenty or more pupils but fewer than two hundred pupils; one unit for each twenty-five pupils or major fraction thereof.
- (b) For the attendance in all schools in the county having an average daily attendance of two hundred or more pupils but fewer than three hundred pupils; one unit for each twenty-six pupils or major fraction thereof.
- (c) For the attendance in all schools in the county having an average daily attendance of three hundred or more pupils and for the attendance in all non-isolated schools in the county having fewer than one hundred and twenty pupils in average daily attendance; one unit for each twenty-seven pupils or major fraction thereof, except that not more than one unit shall be allowed for any one-teacher school.

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(5) UNITS FOR VOCATIONAL EDUCATION. Instruction units for vocational education shall be computed as follows for all students regardless of age in the schools of each county.

- (a) For each qualified full time vocational teacher employed to teach courses approved under regulations of the State Board, provided the average daily attendance in the classes taught by such teacher is not less than fifty per cent (or such higher per cent for any type of school or work as may be prescribed by the State Board) of the average daily attendance used for calculating the number of instruction units other than for vocational teachers in schools of such classification; one instruction unit shall be allowed.
- (b) For each additional qualified vocational teacher employed to teach evening, part-time, or short-unit classes for less than a full school day or a full school year, and approved under regulations

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of the State Board, provided the average daily attendance in any such class is not less than ten; a proportionate fraction of an instruction unit shall be allowed, the method of computing such fractional units to be prescribed by the State Board.

- (c) For each additional qualified vocational teacher employed to teach approved classes when the average daily attendance is less than the minimum prescribed under (a) and (b) above; a proportionate part of an instruction unit shall be allowed if and as authorized by regulations of the State Board.

(6) UNITS FOR ADULT EDUCATION. For classes or courses in adult education other than vocational education; one instruction unit shall be allowed for each additional qualified teacher employed for a full time load, or the equivalent, as prescribed by regulations of the State Board, provided no allowance shall be made for any class or course with less than fifteen students in average daily attendance.

(7) UNITS FOR ADMINISTRATIVE AND SPECIAL INSTRUCTIONAL SERVICES. For each eight instruction units in a county, determined as prescribed in (1) to (6) inclusive of this section; one instruction unit or proportionate fraction of a unit shall be allowed for administrative and special instructional services when used in accordance with regulations prescribed by the State Board.

Section 46. Section 242.17, Florida Statutes, 1941, is hereby amended to read as follows:

242.17. VOCATIONALEducation DEFINED. Vocational education is defined as meaning that instruction, either graded or ungraded, which is given to persons who have the ability to benefit from the instruction provided for the purpose of developing occupational proficiency, and shall not be construed to mean any general or exploratory courses offered with any other objectives.

Section 47. Section 242.41, Florida Statutes, 1941, is hereby amended to read as follows:

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242.41. WHEN PUBLIC JUNIOR COLLEGES MAY BE ORGANIZED. The county boards of the several counties of Florida having a population of not less than 50,000 inhabitants according to the last federal or state census may organize, establish and operate junior colleges offering work in the thirteenth and fourteenth grades including not only classical and scientific courses but also terminal courses of a vocational and technical nature as part of their secondary school system or may take over junior colleges already established therein under the conditions set forth herein and support and maintain the same.

The county boards of any two or more contiguous counties having a combined population of not less than 50,000 inhabitants according to the last federal or state census may enter into an agreement to organize, establish, and operate, or to take over and operate a junior college in one of the counties under the conditions set forth herein; Provided, that not more than one public junior college for white students and one for Negro students shall be established in any county; Provided, further, that no junior college may be established or taken over by the county board in any county until the proposed plan of operation and financial support has been submitted to and approved by the State Board, said plan to show that provision is being made to serve all eligible students in the attendance area which should logically be served by such junior college; and Provided, further, that no junior college for white students or for Negro students may be established in any county in which there is located a state institution of higher learning providing educational courses and facilities through and above the fourteenth grade for students of that race.

Section 48. Section 242.42, Florida Statutes, 1941, is hereby amended to read as follows:

242.42. ORGANIZATION OF PUBLIC JUNIOR COLLEGES: ADVISORY COMMITTEE. A public junior college established or taken over under the provisions of section 242.41, Florida Statutes, 1941, as amended, shall comprise a part of the public school system of the State, shall be subject to the general school laws of the State insofar as such laws are applicable, shall be under the control of the county board of the county in which it is located and shall be headed by a dean meeting qualifications prescribed by the State Board who shall be responsible through the county superintendent to the county board. Said junior college may be separately or-

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ganized for grades thirteen and fourteen or may be organized as a part of a secondary school including any or all secondary school grades.

For each junior college established or taken over by agreement of the county board of two or more counties an advisory committee shall be appointed as hereinafter prescribed, and for each other junior college such an advisory committee may be appointed. Said advisory committee shall have a right to sit with the county board of the county in which the junior college is located whenever matters involving said school are being acted upon, but members of the advisory committee shall not have a right to vote. The advisory committee shall meet with said county board at least once each quarter and shall submit whatever recommendations relating to personnel, curricula, finance, and policies in general it deems to be for the best interest of the school. Said advisory committee shall be comprised of five members when only one county is responsible for the junior college and of not more than nine members when additional counties are involved. Members of the advisory committee shall be appointed by the State Board for three year overlapping terms in accordance with a plan to be prescribed by said Board; Provided, that all such appointments shall be made from a list of persons recommended by the county board or boards of the cooperating counties on or before June 1 of each year in accordance with this plan.

The State Board shall prescribe minimum standards which must be met before a junior college is organized or taken over and shall also prescribe such additional standards as are found necessary by the Board to assure that the purposes of the junior college and terminal vocational and technical program are attained.

Section 49. Section 242.43, Florida Statutes, 1941, is hereby amended to read as follows:

242.43. FINANCIAL SUPPORT OF PUBLIC JUNIOR COLLEGES.

Counties organizing or cooperating in the organization of public junior colleges under the provisions of Section 242.42, Florida Statutes, 1941, as amended, shall make a financial effort to support the public schools including the junior college which is at least five per cent greater than the minimum local financial effort required to support the Minimum Foundation Program for grades one to twelve inclusive in those counties as prescribed in paragraph (8) of Section 236.07, Florida Statutes, 1941, as amended. The county board of each county cooperating in the

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organization of a junior college shall annually appropriate to the county board of the county in which the junior college is located a sum at least equivalent to five per cent of the minimum financial effort required for each such county to support the Minimum Foundation Program or grades one to twelve inclusive as prescribed by law, said sum to be used by the county board to which it is appropriated exclusively for the purpose of supporting the junior college. No matriculation or tuition fees may be charged pupils attending a public junior college unless such fees are authorized by the State Board, and, if such authorization is made, any fees charged shall conform to the requirements for such fees prescribed by the State Board.

Approved by Governor May 20, 1947

Filed in Office Secretary of State May 21, 1947

Chapter 25398 (No. 402)

Section 3. That Section 3 of Chapter 23864, Laws of Florida, Acts of 1947, being Section 238.06, Florida Statutes, 1941, as amended, be and the same is hereby amended to read as follows:

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(5) Any member of the Teachers' Retirement System who is on July 1, 1949 employed in a Junior College which has been made a part of the county public school system and which has always been partly supported by public funds as a Junior College and is on July 1, 1949 a part of the county public school system, shall, upon payment of accumulated contributions for the years subsequent to July 1, 1939, receive credit for both prior and membership service for all years taught in the State of Florida in said Junior College toward retirement in the Teachers' Retirement System: provided, such contributions shall be paid on or before five years from July 1, 1949 or upon retirement if retirement occurs during the said five-year period. No teacher under this paragraph shall be entitled to retirement benefits for those years during which he taught in any private school which is a private school on July 1, 1949, and this paragraph shall apply only to teachers who are certificated by the State of Florida and are now employed in the public school system of Florida.

Became a law without the Governor's approval
Filed in Office Secretary of State June 13, 1949

Adopted March 21, 1950
Sections 242.41 to 242.43

State Board Regulations
relating to
ORGANIZATION OF STATE SUPPORTED JUNIOR COLLEGES

(Adopted in accordance with the provisions of Sections
242.41 to 242.43, Chapter 23726, Laws of Florida, Acts
of 1947)

1. ESTABLISHING JUNIOR COLLEGES

- A. The county board, if it decides to organize, establish, operate and maintain a junior college, shall, by resolution, authorize the establishment of the thirteenth and fourteenth grades (junior college) as a part of the county school system. A copy of the resolution shall be filed with the State Board, together with a list of ten names from which the State Board will select the Junior College Advisory Committee (242.42)
- B. The advisory committee and the county board shall develop and submit to the State Board for approval a plan of operation and financial support. This plan must provide for serving all the eligible students in the attendance area. It shall show that the proposed junior college will serve the needs of those who will plan to attend a senior college and those who will want terminal courses at the junior college level. An estimate of needed instruction units shall be attached and shall serve as a basis for allotment of instruction units until the time for regular adjustment of the county's instruction units.
- C. Application for inclusion of the junior college in the county's school system shall be filed with the regular application for participation in the State Foundation Program.
- D. If two or more counties combine their resources to support a junior college in one of the counties, there shall be joint action by the county boards authorizing the establishment of the junior college, preparing the list for the advisory committee, and pledging the necessary millage in each of the participating counties. The county board of the county in which the junior college is located shall exercise all legal controls. The cooperating counties shall participate through representation on the advisory committee.
- E. Plans for facilities, equipment, personnel, and financing should provide for meeting all the standards of the Southern

Association of Colleges and Secondary Schools as they apply to junior colleges, and all the standards of Vocational Education, Adult Education, and Distributive Education Programs.

2. APPLICATION FOR INSTRUCTION UNITS

- a. Instruction units for teachers of the thirteenth and fourteenth grades (junior colleges) shall be computed as prescribed for other instruction units in the school program. Instruction units for the first year shall be allowed on the basis of the average daily attendance of students for the first month of that school year.

3. MATRICULATION FEES AND TUITION

- A. Matriculation fees in publicly supported junior colleges for resident and non-resident students shall not exceed the matriculation fees charged by the State universities.
- B. An additional tuition fee for students in the publicly supported junior colleges who are not bona fide residents of Florida shall not exceed \$200.00 per year.
- C. A tuition fee not in excess of the average of the participating county per capita cost over and above the Foundation Program Fund may be charged to students in the publicly supported junior colleges who are residents of the State of Florida but not residents of the participating counties.
- D. In technical schools or schools offering ungraded work for persons regardless of age, a fee may be charged for non-resident students. The fee shall amount to \$15.00 per month, or such other amounts as are approved by the Veterans' Administration or by cooperating county boards.

4. QUALIFICATIONS OF PERSONNEL

- A. The dean of the junior college shall hold the Post Graduate Certificate covering Administration and Supervision.
- B. Deans and teachers of academic classes in the junior college shall meet the certificate requirements prescribed by the State Board in regulations for certificates.

5. MINIMUM STANDARDS

- A. Minimum standards for the junior colleges of Florida shall be the same as those adopted by the Southern Association of Colleges and Secondary Schools for accrediting junior colleges.

APPENDIX II

Schedule of Questions Used for Interviews at the
Public Junior Colleges in Florida

INTERVIEW SCHEDULE FOR FLORIDA PUBLIC JUNIOR COLLEGES

Name of institution _____

Interviewee _____

Date _____

I. Population Characteristics

A. Number of people in the county or counties served
by junior college

B. Number of pupils attending school

Number

1-12

10-12

C. Percentage of persons attending school

15-17 years of age

18-20 years of age

D. Educational level of area

II. Junior College Data

A. Students

1. Number of students

Year	Freshmen	Sophomores	Special	Adult	Total
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2. Average number of miles traveled by students
(one way)

Miles	No. of Students	Percentage
0- 5		
5-10		
10-15		
15-20		
20-25		
25-up		

II. Junior College Data (Cont.)

A. Students (Cont.)

3. Percentage of freshmen who graduate
4. Percentage of graduates who transfer
5. Percentage of others who transfer
6. Counties and high schools from which students come
7. Number of high schools in immediate area
8. Distance of each high school from junior college
9. Distance of junior college from largest high school
10. Distances of all high schools from largest high school

B. Administrative organisation and control

1. Organisation

- a. Administrator in charge
- b. Administrative staff

2. Advisory Committee

- a. How often do you meet?

(1) Separately?

(2) With County School Board?

- b. Are meetings scheduled regularly?

- c. To what extent do you recommend:

(answer—not at all; seldom; most of the time;
all of the time)

(1) General policies for the operation of the junior college

(2) The annual financial budget

II. Junior College Data (Cont.)

B. Administrative organization and control (Cont.)

2. Advisory Committee (Cont.)

- c. To what extent do you recommend: (Cont.)
 - (3) The selection of administrators
 - (4) The selection of instructional personnel
 - (5) Salaries and promotions
 - (6) The program of studies
 - (7) The selection of equipment
 - (8) The selection of textbooks
 - (9) The approval of purchases above a set limitation
- d. Are the Advisory Committee's recommendations accepted?
not at all seldom most of the time all of the time
- e. Are you satisfied with the present control organization?
- f. Do you have recommendations to improve the organization?

3. County School Board

- a. Are meetings with the Advisory Committee of the junior college regularly scheduled?
- b. Are meetings held with the County School Boards of other counties when junior college matters are included on the agenda?
- c. Are problems relating to the junior college referred to the Advisory Committee before a decision is made?
- d. Are you satisfied with the present control organization?
- e. In your opinion what is the purpose of the Advisory Committee?
- f. Do you have recommendations to improve the organization?

II. Junior College Data (Cont.)

C. Finance

1. Fees charged
2. Per cent of current expenditures spent on
 - a. General control
 - b. Instructional costs
 - (1) Salaries
 - (2) Materials (i.e. library)
 - c. Operation of plant
 - d. Maintenance of plant
 - e. Auxiliary services
 - f. Fixed charges
3. Tax rate for area
4. Assessed valuation of area
5. Percentages of income by sources for current expenses
 - a. Federal
 - b. State
 - c. Local
 - d. Other

D. Plant

1. Value
2. Program for expansion (i.e. Need)

E. Curriculum

1. What curriculums are prepared for students to follow?

II. Junior College Data (Cont.)

E. Curriculum (Cont.)

2. What percentage of students enroll in each one?
3. What other curriculums are needed in this area?

III. Data Concerning Other Institutions in Area Which Provide Adult and Post-High School Educational Opportunities

A. Private

1. Name
2. Number of students
3. Degree or diploma
4. Length of attendance required to complete
5. General area served
6. Program of studies

B. Public

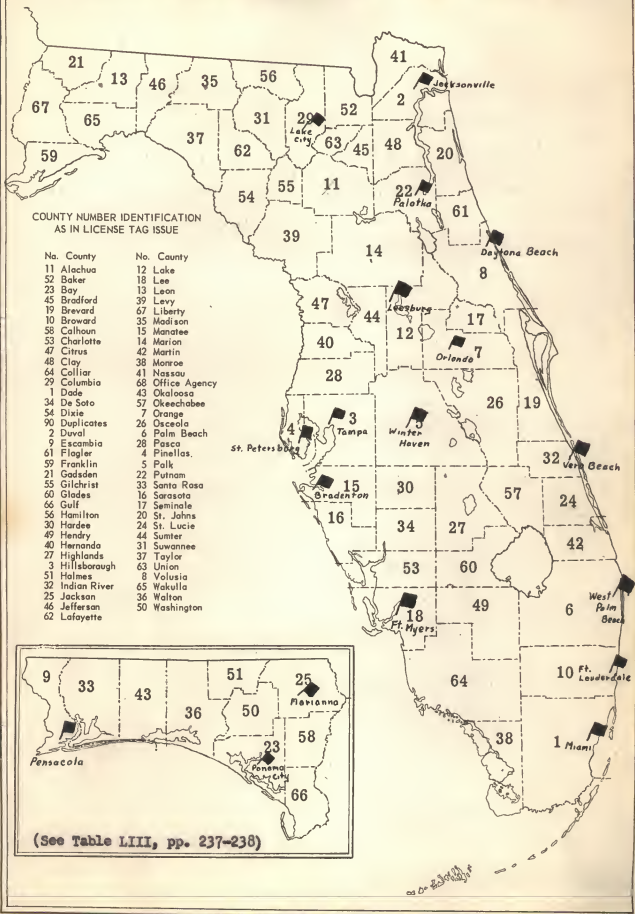
1. Type
2. Number of students Ages
3. Degree or diploma
4. Length of attendance required to complete
5. General area served
6. Program of studies

APPENDIX III

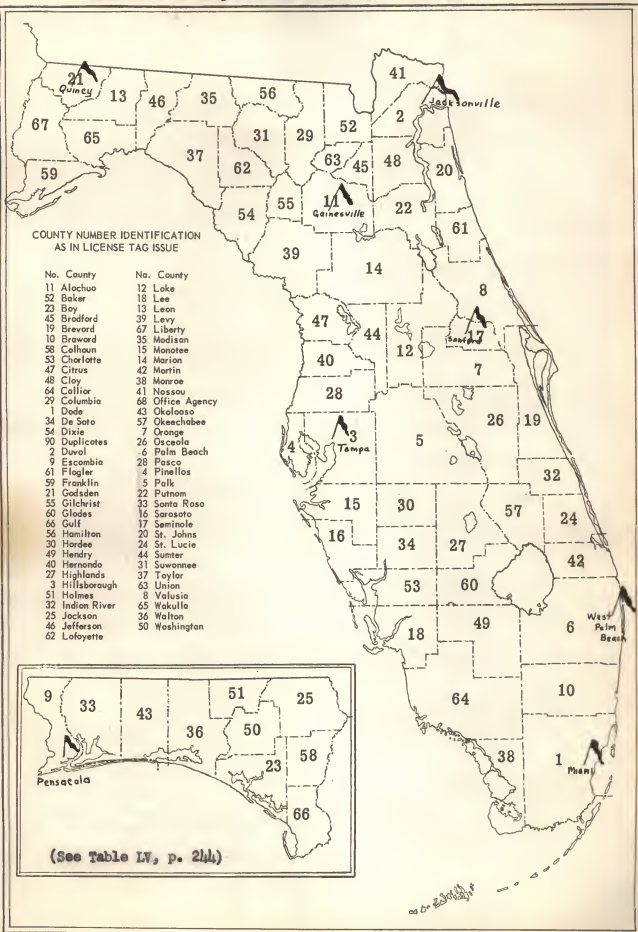
Map of Florida Showing Locations of Proposed Junior Colleges
for White Students

Map of Florida Showing Locations of Proposed Junior Colleges
for Negro Students

Locations of Proposed Junior Colleges for White Students



Locations of Proposed Junior Colleges for Negro Students



BIOGRAPHICAL ITEMS

James L. Wattenbarger was born in Cleveland, Tennessee, on May 2, 1922. He attended school in West Palm Beach, Florida, through the fourteenth grade, graduating from Palm Beach Junior College in 1941. His Bachelor of Arts in Education with High Honors degree was awarded by the University of Florida in February, 1943.

He received the degree of Master of Arts in Education in February, 1947, from the University of Florida. During the summer of 1949, he studied at the University of California, Berkeley, and he visited junior college locations in that state.

During World War II, Mr. Wattenbarger served three years as a navigator on a B-29 in the Twentieth Air Force, seeing action from bases in India and the Marianas. He was a core curriculum teacher in the P. K. Yonge Laboratory School, University of Florida, for two years subsequent to the war. During the second year he was appointed assistant principal of the Laboratory School and was granted a leave of absence from that position the following year to complete his doctor's study.

He is a member of Phi Kappa Phi honor society and of Kappa Delta Pi educational honor society. He is also a charter member of the Beta Xi Chapter of Phi Delta Kappa, professional educational fraternity. His national fraternity is Delta Tau Delta.

In 1947 Mr. Wattenbarger married Miss Marion Swanson. They have one son.

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This dissertation was prepared under the direction of the Chairman of the candidate's Supervisory Committee and has been approved by all members of the Committee. It was submitted to the Graduate Council and was approved as partial fulfillment of the requirements for the degree of Doctor of Education.

June 5, 1950

P. M. Simpson
Dean

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